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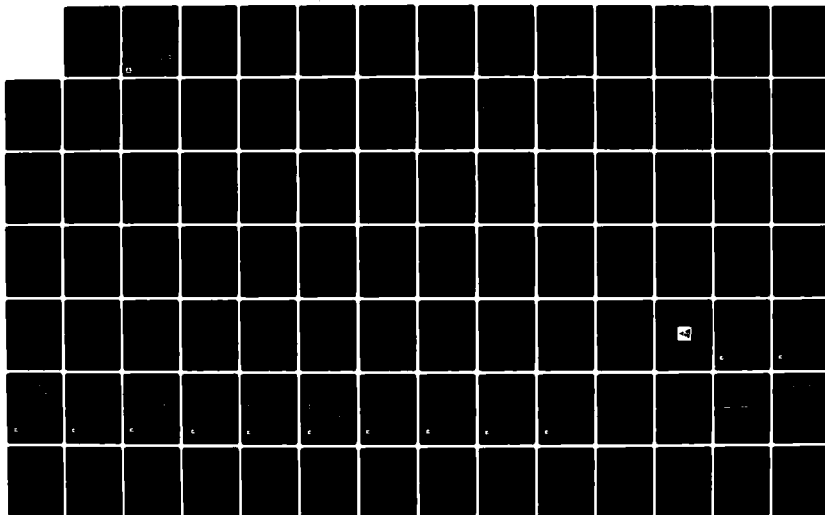
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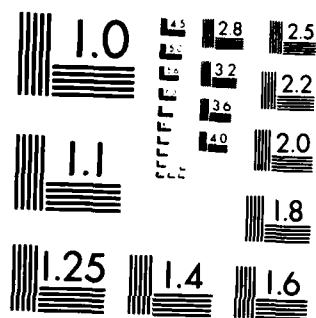
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## Implications of Organizational Planning for Crisis Relocation

For FEDERAL EMERGENCY MANAGEMENT AGENCY  
Washington, D.C. 20472

Prepared under FEMA Cooperative Agreement Number EMA-K-0015

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**IMPLICATIONS OF ORGANIZATIONAL PLANNING  
FOR CRISIS RELOCATION**

**FINAL REPORT**

by

**Martha A. Butler and Donald L. Rose**

for

**Federal Emergency Management Agency  
Washington, D.C. 20472**

**Prepared Under FEMA Cooperative Agreement Number EMA-K-0015  
Work Unit Number 4412 I**

**FEMA Review Notice**

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**Division of Emergency Management  
North Carolina Department of Crime Control and Public Safety**

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**December 1982**

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As a key element of crisis relocation planning (CRP), organizational relocation (OR) can augment both risk and host area operations and provide a wider base of understanding and support for CRP. The examination of the implications of incorporating the OR concept into a counter-force risk area CRP and the preliminary development of organizational relocation plans are the basic thrusts of this study.

The field work and data gathered from risk area organizations and the planning efforts in this study provide evidence that OR is a logical and practical approach to crisis relocation. To exploit fully available organizational resources, the study concludes that OR can be incorporated into the crisis relocation concept with direction and support from local and state emergency officials and with adequate organizational planning guidance.

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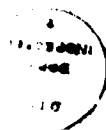
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# IMPLICATIONS OF ORGANIZATIONAL PLANNING FOR CRISIS RELOCATION

## PART 1 EXECUTIVE SUMMARY AND RECOMMENDATIONS

### OBJECTIVES OF STUDY

As a result of previous work on the feasibility of organizational relocation planning (ORP), North Carolina was asked by the Federal Emergency Management Agency (FEMA) to field test existing planning guidance and evaluate the inclusion of this concept in crisis relocation planning (CRP). This work was conducted under FEMA Cooperative Agreement Number EMA-K-0015.

The examination of the implications of incorporating organizational relocation into a counter-force risk area crisis relocation plan was the basic thrust of this study. In addition, the study was concerned with the preliminary development of facility level organizational relocation plans.

Specifically, the scope of work for this project included:

- (1) The field testing of Organizational Planning for Crisis Relocation (CPG 2-8-E) and of Organizational Relocation (RS 2-8-32) by integrating this concept into crisis relocation planning for the Goldsboro-Seymour Johnson Air Force Base counter-force risk area.

(2) Preliminary development on a pilot demonstration basis of plans for at least three organizations including at least one deemed essential as defined by CRP guidance. This planning called for the use of information from Boeing and Human Science Research wherever possible.

(3) A description of the development process in sufficient detail and simplicity to allow replication of the effort in industry and local and state government.

To achieve these purposes, these areas of investigation were addressed: development of summary contingency plans for risk area organizations; preparation of pilot relocation plans for three individual organizations; and evaluation of integrating organizational relocation into CRP.

### **CONCLUSIONS**

From the results of this and other studies, it can be concluded that ORP can be a highly useful part of the crisis relocation process. Its role in emergency planning must, however, be clearly defined, understood, and supported by organizational leaders and local government emergency officials. Involvement of the private sector would provide vital resources and personnel and lend credibility to the CRP concept.

The field experience and data gathered in this study provide evidence that ORP is a logical and practical approach. Although business and industrial managers

generally lacked knowledge of nuclear crisis planning, they recognized the need and supported the initial planning efforts.

As an integral part of CRP, organizational planning must comply with state and local plans. To exploit fully the available organizational resources, local emergency officials must be involved in the planning process and provide coordination and support to organizational planners. That this will require a great deal of communication and cooperation suggests the need for organizational planning during peacetime. If delayed until a crisis threatens, ORP risks inconsistencies and failure.

It is apparent that ORP can augment both the risk and host area plans for crisis relocation. Under the direction of state and local emergency management officials, organizational planners can prepare operational plans to support crisis relocation. Through organizational participation in the planning process, ORP provides a wider base of understanding and support for CRP.

As a part of crisis relocation, the following organizational elements are considered necessary for inclusion in the CRP:

- (1) A roster of participating organizations.
- (2) Organizational resources available for risk and host area needs.
- (3) The number of relocatees involved and the relocation assignments.

- (4) Plans for movement of organizational relocatees, their travel times, routes, and schedules.
- (5) Specific risk or host area operations supported by organizational relocation plans.
- (6) Roster of essential organizations and key workers.

### RECOMMENDATIONS

Although evidence strongly indicates that organizational relocation is a practical approach, this study raised questions that must be addressed if ORP is to be implemented. The following recommendations are made to further the development of the ORP concept.

- Develop comprehensive guidelines for organizational planning covering all phases of evacuation, host area activities, return, and recovery. This guidance must provide clear, concise planning instructions and be flexible enough to allow for disparity among organizational users. To enhance the organizational commitment, a systematic presentation of information is imperative.

- Revise CRP guidance to incorporate ORP. State and local planners must be prepared to support and coordinate organizational planning efforts and provide pertinent CRP data and instructions.

- Guidance should address the problems of relocating institutional organizations, planning for organizations with seasonal employment or large fluctuations in the work force, and achieving required national or regional corporate approval.

- Since ORP must be a cooperative planning effort, the roles and responsibilities of organization and government planners must be clearly defined. As local support is mandatory for the implementation of ORP, local involvement in the CRP process should be expanded.

- More explicit plans for host area activities are required for the effective utilization of organizational resources. These resources could be vital to such activities as shelter construction or upgrading, distribution and preparation of food, shelter management, housekeeping, maintenance, security, fire protection, medical care, and first aid. The organizational planner and host area officials must discuss these matters and have a general understanding of the organization's role and areas of responsibility.

- Publicize emergency planning efforts to increase the public's confidence in CRP and encourage compliance with such plans.

- Develop education and training programs for organizational management and employees. These programs are essential and should not be delayed until a crisis threatens.

- Field test the revised guidance among potential organizational users and investigate methods for achieving organizational participation in relocation planning.

## PART 2 PROJECT REPORT AND METHODOLOGY

### BACKGROUND

The concept of organizational relocation was introduced in an effort to address the problem of supporting a large relocated population during a nuclear crisis. In its proposed relationship to CRP, organizational relocation calls for the movement of organizational groups from a risk area to designated host area sites. Such groups would include employees and dependents of industrial and commercial firms as well as government agencies. Organizational employees and their dependents would perform much of their own reception, registration, and operational support services and thereby alleviate the burden of caring for a large influx of people.

With an emphasis on the relocation of larger organized groups rather than individual family units, the demand on the host area to supply personnel for leadership and other functional roles in shelters would be greatly reduced. In addition, many of the relocated organizations would be able to furnish professional medical personnel, skilled tradesmen, as well as heavy equipment and operators to augment available resources in the host area. Recognition of these advantages stimulated the development and refinement of the organizational approach to crisis relocation.

In addition to host area concerns, organizational relocation is viewed as a useful tool in planning for the relocation of essential risk area workers and their families. Evidence of an initial organizational approach to CRP can be found in the designation of essential risk area employees and

allocation of congregate care facilities for these groups. For the obvious advantages to host area activities and for the continuation of essential operations in a risk area, the potential value of organizational relocation has been recognized.

Recent research efforts to refine the organizational relocation concept have identified the advantages of organizational relocation, explored the feasibility of the concept, and examined planning guidance needed. An exploratory analysis and design study was conducted by Human Sciences Research (Chenault and Davis, 1979). This study identified and analyzed the significant advantages of the organizational relocation option and offered planning guidance. This guidance, as well as previously published draft guidance, however, was not supported by direct field experience.

Since organizational relocation demands the widespread involvement of business and industry, FEMA initiated two studies to evaluate the feasibility and acceptance of the concept. A Boeing Aerospace study concluded that organizational relocation is a sound approach and advocated the expansion of industry's role in crisis relocation (Miller et.al., 1980). To evaluate the feasibility of the concept, the North Carolina Division of Emergency Management conducted a field test in 1980 in Winston-Salem, North Carolina, a densely populated, industrial risk area (Dobson and Harris, 1980). In the survey of potential industrial, commercial, and government users of organizational relocation, this study



provided evidence that this option is a realistic approach. Both the Boeing and North Carolina studies demonstrated the general feasibility of organizational relocation, found a high level of acceptance by industry, business, and government officials, and recognized the need for improved planning guidance.

Boeing continued developmental work at the local facility level (Christopherson et.al, 1981). For this study Boeing refined and expanded prototype planning guidance. Designed for a large industrial establishment, the Boeing work offers guidance for host and risk area operations. restoration and recovery, and plan review and development.

To examine aspects of a broader application of this relocation option, FEMA requested the North Carolina Division of Emergency Management to conduct a field test of existing ORP guidance and research reports. This study called for: the development of a movement, reception, and care plan in which organizational relocation is a part of CRP; the evaluation of existing planning materials; and the development of pilot plans for individual organizations.

This report is devoted to examining the implications of integrating the concept of organizational relocation into CRP. The results of the study and the recommendations made are based on organizational data collected and planning experiences encountered in a counter-force target area.

### FRAMEWORK OF STUDY

The primary objectives of this study were to provide evidence of the feasibility of organizational relocation and to evaluate the integration of this concept into CRP by field testing the existing planning guidance. Since this relocation option has not been adopted or implemented to any degree, this study pursued a practical field approach to the problem.

To accomplish project objectives, an effort was made to expose the concept to potential users and to implement, on an experimental basis, organizational relocation planning. The experiences of this direct application of the concept in the field are the basis for the study's conclusions and recommendations.

### METHODOLOGY

The study was conducted in the Goldsboro-Seymour Johnson Air Force Base risk conglomerate. Located in Wayne County in eastern North Carolina, this counter-force risk area has a population of approximately 63,400. Pitt County and portions of Wayne County serve as host areas for the relocated population.

To accomplish the task of producing organizational plans, the policies, operations, and procedures outlined in the CRP for this risk conglomerate were followed. The organizational plans were developed, to the extent possible, within the framework of host area population allocations, movement and transportation plans, and the reception and care

specifications found in the relocation plans for Wayne and Pitt Counties.

The basic requirement to prepare potentially usable plans for organizational relocation controlled the design of the study's field work and plan development. Essential steps involved in the field work included:

- (1) a survey of organizations located in the risk area to identify potential participants;
- (2) personal contact with organizational representatives to solicit participation;
- (3) collection of employment data for summary assignments; and
- (4) collection of organizational data for pilot plans.

This study concluded by addressing the problem of incorporating the organizational planning into the CRP. This involved the analysis and application of field data and experiences to the existing plan for Wayne County.

#### RESEARCH SAMPLE AND PROCEDURES FOR FIELD WORK

Direct contact with potential users was the major characteristic of the study's field work. The effort began with the construction of a list of commercial, industrial, and government organizations operating in the risk area. Potential candidate organizations were identified from demographic data supplied by the North Carolina Employment Security Commission. This data provided quarterly employment figures and identified employing organizations by Standard Industrial Codes. To confirm that identified organizations

were still in business and were located in the risk area, the tentative list of organizations was compared to a directory of manufacturing firms, the local telephone directory, and a local map.

The research sample list was divided into three groups based on the number of employees within an organization. This task produced the following research sample list:

| <u>Group</u>           | <u>Number of Organizations</u> |
|------------------------|--------------------------------|
| A: 200 + employees     | 20                             |
| B: 100 - 199 employees | 18                             |
| C: 25 - 99 employees   | 38                             |

Essential organizations were included in the above groups.

Based on the local population, the number and size of organizations in the area, and on the potential for confusion and conflict if too many small organizations were operating in shelters, the following selection criteria for organizational summary planning were established:

- (1) risk area location
- (2) single site facility
- (3) minimum of 25 employees
- (4) essential functions, if applicable

Finally, procedures for field work were established and data collection instruments were designed. Project staff prepared table-top charts for the initial organizational visit and designed the instrument for recording summary planning data. For the development of more detailed pilot plans, instruments for collecting employee information and for identifying organizational crisis functions and responsibilities were designed. To document field

experiences, project staff maintained written records of organizational contacts and data.

The following sections of this report provide a detailed review of the instrumentation used in this study.

### FIELD WORK AND DATA COLLECTION

Since organizational relocation is contingent upon voluntary participation, especially on the part of commercial and industrial firms, emphasis was placed on obtaining a positive commitment from organizational leaders. The initial contacts with organizations included in the research sample list were by telephone and began with calls to larger organizations. In these initial calls, project staff sought to identify and contact executives or managers who would presumably have the authority to commit their organizations to a course of action. This approach provided contact with executive level officers or with managerial staff members designated by the executives. Typically, these contacts had titles such as president, vice president, personnel director, manager, or safety officer.

Of the 76 organizations in the research sample, one was out of business and three were not located in the risk area. The remaining 72 organizations were contacted by telephone and initial briefings and interviews were scheduled with 63 sample organizations. Five of the 72 organizations refused appointments and four organizations had repeated scheduling conflicts.

During the initial meeting with organizational

representatives, project staff discussed the purpose of organizational relocation, its relationship to crisis relocation, and the advantages of this planning option. The table-top charts used in this briefing were useful aids in explaining this somewhat arcane subject. (See Appendix A.)

This study was conducted in a peace-time environment or in the "normal readiness phase" of crisis relocation planning. Although few organizational representatives were familiar with CRP, most were supportive of it and recognized the potential role that organizations could have in crisis relocation. It should be noted that the field work occurred in 1981 before the anti-nuclear arms movement had gained widespread public attention. Among the organizational representatives interviewed, there was limited awareness of civil defense in general and crisis relocation in particular.

Following the briefing, project staff interviewed the organizational representative and recorded the data on the Initial Organization Visit and Summary Planning Data form (see Figure 1). This instrument proved useful for collecting the initial core of information needed for ORP. As designed for this study, the form was used in a personal interview to identify organizations agreeing to participate, to designate organizational planning responsibilities, and to estimate the number of relocatees involved. Additional information sought in the interview included organizational representatives' reactions to the concept and their perception of crisis period activities.

## INITIAL ORGANIZATION VISIT AND SUMMARY PLANNING DATA

Sample No. \_\_\_\_\_ Government \_\_\_\_\_ Private \_\_\_\_\_ SIC Code \_\_\_\_\_

Date \_\_\_\_\_ Briefing & Interview Time \_\_\_\_\_ to \_\_\_\_\_

Organization Name \_\_\_\_\_ (Telephone) \_\_\_\_\_

Address \_\_\_\_\_

Official(s) Present \_\_\_\_\_ (Title) \_\_\_\_\_

\_\_\_\_\_ (Title) \_\_\_\_\_

\_\_\_\_\_ (Title) \_\_\_\_\_

1. Do you have any questions or comments concerning organizational relocation?

2. Currently, state and local officials are developing test plans for organizational relocation for this risk area. Will your firm (agency) be willing to participate in this planning?

☐ Yes. (go to q.6) ☐ No. (go to q.4) ☐ Do not have authority to make decision. (go to q.3)

3. Who would make the decision to participate in organizational relocation planning for your firm (agency)?

Name \_\_\_\_\_ Title \_\_\_\_\_

Address \_\_\_\_\_

Telephone \_\_\_\_\_

(Conclude interview)

4. What objections do you have to organizational relocation? (*Discuss these objections*).

5. Would you reconsider your decision and agree to participate in organizational relocation planning for your firm (agency)?

☐ Yes. (*go to q.6*)

☐ No. (*Conclude interview*)

6. Who would be responsible for preparing relocation plans for your firm (agency)?

\_\_\_\_\_  
Name(s)

7. How many people are employed at this facility? \_\_\_\_\_

8. Are there times when this organization employs temporary or seasonal personnel?

☐ Yes

☐ No



Number of employees \_\_\_\_\_. Usual period(s) of employment \_\_\_\_\_.

9. Estimate the number of employees and dependents who live in the risk area?

\_\_\_\_\_ Employees \_\_\_\_\_ Dependents \_\_\_\_\_ Total

10. Do you have any employees at another site in the risk area?

☐ No

☐ Yes

\_\_\_\_\_ Location

\_\_\_\_\_ Number employees

11. Estimate the number or percentage of employees having spouses or other members of the household who are employed.

\_\_\_\_\_ Employees

\_\_\_\_\_ Household members employed



12. Although most risk area activities will be abandoned when the population is relocated, some vital activities will be continued. Examples of possible continuing operations are: (1) maintaining a minimum level of police and fire protection; (2) protecting and caring for some institutionalized persons; (3) producing or transporting essential goods such as food, fuel, and pharmaceuticals; (4) continuing utility or manufacturing operations which cannot be readily shutdown.

In the event of a crisis, would it be necessary to continue any operations at this facility after a population evacuation has begun?

☐ Yes

☐ No



Briefly describe the operation and estimate the number of employees required for this.

*(Conclude interview. Thank respondent for his or her time and explain that they will be contacted when the Organizational Summary Contingency Plan has been completed.)*

INTERVIEWER COMMENTS

## RISK AREA ORGANIZATION CONTACT LOG

[illegible]

## SUMMARY PLANNING DATA

[illegible]

To document field experiences and planning contacts, project staff maintained a contact log and a record of summary planning data. (See Figures 2 and 3.) Since field work occurred over a period of several months and involved telephone and personal contacts with over 70 organizations, these records were valuable tools in maintaining continuity in project work.

#### SUMMARY CONTINGENCY PLANS

Project requirements called for two levels of planning activities. Summary contingency plans were prepared for the risk area organizations which had agreed to participate. These plans represent the initial step in the ORP process. More detailed planning efforts involved the preliminary development, on a pilot demonstration basis, of plans for three organizations.

In assuming the lead planning role, project staff made specific relocation assignments and prepared the plans. The local emergency management coordinators for the host and risk counties were briefed on the project and invited to participate in the planning activities. Although both coordinators supported the concept, neither participated in the planning effort. This was due, primarily, to time and staff limitations as they both serve in dual capacities in their county governments.

## INITIAL ORGANIZATIONAL RELOCATION PLANNING

As suggested in the research report, Organizational Relocation (RS 2-8-32), summary contingency plans were prepared for selected organizations operating in the risk area. Modifications to the plan format provided in this document included: (1) editorial changes in the text; (2) revision of the assignment form; (3) design of an assignment continuation sheet for large organizations; and (4) deletion of the final page entitled "Why Does this Plan Exist?" containing an explanation on the advantages of ORP. This material would be more appropriate in the planning materials rather than in the plan itself. A sample summary contingency plan format developed for this study can be found in Appendix B of this report.

As the initial step in organizational planning, the summary contingency plans provide for an early identification of organizational units and the estimated number of evacuees. Serving as an initial step in the planning process, these plans contain a minimum amount of detail on relocation assignments, transportation routes, and employee instructions.

The summary plans for organizational relocation developed for this study included the following items:

- (1) A title page listing the name and address of the organization and the official responsible for emergency planning.
- (2) An organizational assignment form designating host area jurisdiction, relocation headquarters, and

congregate lodging, feeding and fallout shelter facilities.

- (3) A statement explaining the purpose of the summary contingency plan.
- (4) A map showing risk area boundaries and travel routes to host area.
- (5) A brief explanation of actions to take in response to an official request for crisis relocation.

In the summary plans prepared for this study, designated relocation assignments and travel routes were consistent with population allocations and procedures outlined in the host and risk county crisis relocation plans. Organizational relocatees assigned to the host areas of Wayne County were essential employees and dependents included in the study sample and other employee groups referenced in the CRP but not designated as essential. In addition, military dependents residing on Seymour Johnson Air Force Base were also assigned to congregate care facilities in the host areas of Wayne County. Since military personnel are considered essential and will be actively engaged in military operations during a crisis and since the base is the risk area's largest employer, the dependents of military personnel will be treated the same as dependents of other essential employees and housed in nearby host areas. This is in keeping with the Wayne County CRP. The 11,465 organizational relocatees assigned to Wayne County represent 37 percent of that county's host area population allocation. Relocatees from organizations not in the groups mentioned above were assigned

to reception and care facilities in Pitt County. Specific relocation assignments in Pitt County for 17,250 organizational relocatees represent 53 percent of the Wayne County population allocated to Pitt County host areas.

#### PROBLEM AREAS IN SUMMARY CONTINGENCY PLANNING

During the course of this organizational relocation study, several problem areas were encountered. Interviews with officials of a state operated psychiatric hospital and a state operated residential care and treatment center for the mentally retarded revealed that crisis relocation plans for these facilities had not been addressed even though they were within the risk area. Subsequent discussions with hospital officials and the State CRP staff have resulted in initiating plans for the relocation of patients and hospital staff to areas that have the specialized facilities required for the continuing care of these patients. Although these institutions were not included in the present study due to the lack of identifiable specialized relocation facilities, plans are presently being written for the relocation of patients and staff as intact organizations.

Employing organizations with seasonal operations posed additional planning questions for this study. Officials of the two school systems in the risk area recognized the inherent problems of implementing organizational relocation during periods when schools are not in session. According to school officials, organizational plans would be virtually useless during the summer and other vacation periods since

communication with employees would be difficult. Based on this consideration, and in the absence of guidance on this problem, summary contingency plans were developed only for central and administrative staff employed on an annual basis and not for individual school personnel.

A final problem area encountered in the field work was the resistance of some organizations to meet with project staff. Although initial briefings and interviews were scheduled with 88 percent of the research sample, 12 percent of the sample organizations either openly refused an appointment or were unable to schedule a specific meeting. As an example of those refusing to grant an interview, one manager of a plant employing over 200 persons stated that he did not believe crisis relocation would work and was not interested in discussing the possibility of nuclear attack survival. In another case, the owner of a commercial business had personnel problems and did not have time to discuss anything not related to his own present crisis. As selection of the risk area under study and the research sample was not based on scientific statistical techniques, the degree of organizational resistance expected in other risk areas should not be inferred from this study's experiences.

#### PILOT ORGANIZATIONAL RELOCATION PLANS

A second objective of this study was the development of prototype relocation plans for three organizations in the risk area. Essentially, this task represents the facility



level planning effort necessary for the implementation of organization relocation.

### ANALYSIS OF PLANNING GUIDANCE

Since organizational relocation is a new and evolving concept, policies and guidance for ORP are still in the formative stage. The documents available for use in this study were Organizational Relocation (RS 2-8-32) prepared by Human Sciences Research, Boeing's Refine Pilot Industry Organizational Relocation Plan Guidance, and its predecessor, Guide for Crisis Relocation Contingency Planning: Part V Organizational Planning for Crisis Relocation (CPG 2-8-E).

The following evaluation of these documents is based on the actual use of these materials in developing prototype organizational relocation plans.

Although Organizational Relocation (RS 2-8-32) may be an adequate research report, the sections offering planning guidance are not well-suited for use as a straightforward planning guide. Since the document does not provide a systematic presentation of the planning material, a point-by-point-review would be of questionable value. A review of the major thrusts of this document is offered in an attempt to develop insights into planning requirements.

In providing a theoretical approach to ORP, the authors acknowledge that this study was based on limited contact with potential users. As a result, a rather oblique view of an organization's knowledge of and expertise in civil defense and formal planning pervades the document. This would seem

especially true of organizations within the private sector.

The intermixture of theory, justification, research results, and instructions in this document confounds the reader. Indeed, the organizational planner is likely to be overwhelmed by the lengthy and sometimes irrelevant information offered in Part 1. Why would a detailed review of organizational civil defense manuals, all of which pre-date crisis relocation planning, be pertinent to the development of a company plan? Is it realistic to assume that organizational planners are likely to be familiar with the several volumes of reception and care guidance discussed and referenced in Parts 1 and 2?

With its numerous parts, attachments, appendixes, and separate pagination, Parts 2 and 3 of Organizational Relocation lack cohesiveness and are time consuming for the user. Throughout there is a need for concise, straightforward instructions and explanations. Burdened with vague and sometimes esoteric language, the guidance suggested in Parts 2 and 3 would pose difficulties, especially for the non-professional planner. Would an organizational planner understand the instruction to "maintain a gradual build up 'on paper' of the organization's plan for crisis relocation" (p. III-7)? In its attempt to make the sequence of ORP compatible with CRP, this document proposes a confusing assortment of planning and relocation stages, phases, and time periods. The role of organizational relocation, its relationship to CRP, and the various functions and responsibilities for public and private planners need

clarification throughout.

Finally, the document's isolated view and approach to ORP limit the usefulness of Organizational Relocation as a planning tool. Numerous assumptions and expectations are dubious. Several assumptions questioned by this study's direct field experience and personal contact with organizations include:

- (1) In assuming that an insufficient number of organizations would voluntarily participate in ORP, the authors advocate a non-voluntary selection of organizations. What is the efficacy of this approach? Is it realistic to assume that organizational relocation can be achieved without the cooperation and assistance of organizations?
- (2) The amount of detailed organizational planning, training, and coordination with local officials to be conducted during "crisis expectancy conditions" is most troublesome. Can it be assumed that there will be sufficient time and local planning support to conclude this planning? Further, the later stages of planning would be accomplished under enormous pressures generated by an expected nuclear crisis. Planning in such an environment would be difficult and could result in gross inaccuracies and inconsistencies.
- (3) As discussed earlier, the frequent references to various NCP planning guides and training materials anticipate a high degree of knowledge about and

familiarity with these documents. How realistic is it to expect that training and operational readiness will include "a comprehensive review of Federal, state, and local government emergency planning for crisis relocation and shelter protection" (p. VI-3)?

- (4) It is assumed that ORP will be a supplement to an existing emergency organizational plan. Many organizations involved in this study had no such plans.
- (5) This report perceives a great amount of direct coordination among individual organizations and local emergency agencies and officials during the preparatory and relocation periods. The direct coordination required will overtax the ability of the government structure to respond. How can individual organizational plans be reviewed by various emergency agencies in a relatively brief and stressful time? Will the emergency system be established in time to achieve this coordination? Would not a more generalized method of coordination be better?

Of more value to this study was the guidance prepared by Boeing, Refine Pilot Industry Organizational Plan Guidance. A refinement of the existing draft guidelines, Part V: Organizational Planning for Crisis Relocation (CPG 2-8-E), the Boeing guidance is concerned in its entirety with ORP.

Boeing presents straightforward, clear guidelines and

describes a logical sequence of planning activities from the data collection process through plan development, review, testing, and maintenance. The simple format and concise instructions provide a practical approach to ORP. For developing the pilot plans for this organizational relocation study, the Boeing description of the data collection and plan development processes were particularly helpful. A useful complement to the guidance is found in the checklist for planning activities and responsibilities.

Since the Boeing guidance was prepared for large industrial concerns, obviously, some of the instructions would not be applicable to smaller organizations. As an example, few of the organizations involved in this study have formal planning departments, units, or committees. Consequently, organizational planning would be secondary duties for many managerial or executive level personnel.

That Boeing suggests direct contact with various host area emergency officials is of some concern. Boeing, because of the large number of relocatees involved, sees the necessity for negotiating directly with individual host area officials responsible for food, shelter, medical care, fire protection, and other support services. However, individual contact and coordination with a large number of organizations participating in ORP would strain the response capability of host area emergency officials. A coordinated approach to both risk area and host area operations would seem more feasible.

### ORGANIZATIONAL PLAN DEVELOPMENT

For the study's three pilot plans, project staff assumed the lead planning role. Considerations involved in this decision included: (1) the lack of a single, adequate planning document for organizational use; (2) the absence of relevant planning materials on local risk and host area crisis relocation; (3) the non-specific nature of reception and care plans in the host area CRP; and (4) constraints of host and risk county emergency management coordinator's time and personnel. Should ORP be incorporated into crisis relocation, it is assumed that state planners and local coordinators would provide the guidance and assistance necessary for organizations to prepare their own plans.

Project requirements called for the initial development of plans for three organizations of varying types and sizes including one deemed essential to risk area operations. Following the identification of participating organizations for summary contingency planning, three organizations were approached for permission to conduct more detailed data collection and planning. All three organizations agreed to cooperate in this effort.

In a meeting with management and planning representatives at each of the selected organizations, project staff reviewed the procedures for collecting employee and organizational data. Since the plans were to be prepared by project staff, the Organization Data form was used to identify organizational planning and relocation responsibilities and functions (see Figure 4). In addition

to designating responsibilities, this instrument was used to describe any essential risk area operations and identify the organization's resources.

An employee survey was the method used to collect information on the number of relocating employees and dependents, transportation resources, special medical and dietary needs, and potential organizational conflicts. (See Figure 5.) The questionnaire used for the surveys was adapted from models suggested in the Boeing guidance and its predecessor, Part V: Organizational Planning for Crisis Relocation. Designed to meet the general planning needs of the organizations, the questionnaire results were kept confidential and only the tabulations were used to make organization-wide projections.

In the initial planning meeting with project staff, organizational representatives determined the method for conducting the employee survey. Described below are the three unique methods selected by each organization.

Officials for the smallest organization, a bank with 67 employees at four sites, discussed organizational relocation at a weekly staff meeting and distributed the questionnaires. All employees completed their questionnaires and returned them immediately.

In the second organization, an industrial rental laundry with 190 employees, a personnel specialist briefed departmental groups and distributed the questionnaires. These briefings occurred during the course of one working day. No attempt was made to distribute questionnaires to

those who were absent on that day. One hundred twenty-five employees responded in this survey.

The third organization , a regional baking company with 270 employees, elected to distribute the questionnaire in pay check envelopes. A cover letter from the vice-president with an explanation of ORP and instructions for completing the questionnaire was included. This letter contained assurances that the information would be kept confidential and used for planning and statistical purposes only. In this survey, 153 employees responded.

The organizational planning representatives were given the option of tabulating the employee data internally or of having project staff do this. All three chose to have project staff compute the survey responses. Because of the simple format of the questionnaire and the relatively small number of respondents, the tabulations were done manually rather than by computer (see Figure 6). For large organizations, Boeing has shown the value of using a computer for projecting employee participation.



## ORGANIZATION DATA

For \_\_\_\_\_ Date \_\_\_\_\_

### ORP Responsibilities (by position titles or names)

1. Who would authorize OR planning and execution?
2. If absent, who would have authority to take action?
3. Who would be responsible for overall direction of planning (Chief planner designates emergency duties, supervisors, and procedures)?
4. Who would be responsible for maintaining the plan and coordinating with State and local emergency officials?
5. Who would be responsible for transportation arrangements?
6. An advance party will be needed to work with host area officials in preparations for the reception, registration, lodging, and feeding of your employees and their families. Who would be members of this advance party (by names or titles)?
7. Who would be the risk area manager or supervisor in charge of such operations as plant shutdown, preparation of employee information, alerting system, etc.?

If needed, who would assist in this?

8. Who would be the host area manager or supervisor to assign responsibilities and supervise tasks?

If needed, who would assist in this?

Figure 4

### Organization Functions and Resources

1. Describe the operations of this company and the geographical area served, if applicable.
2. Although most risk area activities will be abandoned when the population is relocated, some vital activities will be continued. Examples of possible continuing operations are: (1) maintaining a minimum level of police and fire protection; (2) protecting and caring for some institutionalized persons; (3) producing or transporting essential goods such as food, fuel, and pharmaceuticals; (4) continuing utility or manufacturing operations that cannot be readily shut down. What, if any, of this organization's operations need to be continued after crisis relocation has been ordered?
3. Describe the essential operations which would continue during crisis relocation. (Note, blast shelters have been designated for essential workers.)
4. Assuming essential work would continue during the crisis build-up period, how many employees would be required to continue operations on a 12-hour shift basis?
5. What resources such as heavy equipment, machinery, or vehicles do you have that might be useful in crisis relocation?
6. Describe any special skills your employees have that might be useful in crisis relocation.

Figure 4 (Cont'd)

Name \_\_\_\_\_ Job \_\_\_\_\_ Title \_\_\_\_\_ Date \_\_\_\_\_

1. Do you live in Wayne County?

Yes ☐ Go to question 2

No ☐ If no, you do not need to complete the questionnaire

2. Examine the attached map of Wayne County. Mark an X in the location of your residence. Is your home located in the shaded area of the map (risk area)?

Yes ☐ Go to question 3

No ☐ If no, you do not live in the risk area and do not need to complete the questionnaire

3. How many persons live in your household, including yourself? \_\_\_\_\_

4. How many drivers are there in your household? \_\_\_\_\_

5. How many automobiles, trucks, vans, or similar vehicles do you and members of your household have? \_\_\_\_\_ If none, go to question 7.

6. Assuming that one trip would be made to the host area, would these vehicles provide your household with sufficient transportation for relocation (allow one suitcase per person)?

Yes ☐ If yes, what would be the minimum number of these vehicles you would need for relocation? \_\_\_\_\_

No ☐ If no, how many people in your household could you provide transportation for? \_\_\_\_\_

Do you have space available to carry any other employees or their family members with you? Yes ☐ How many? \_\_\_\_\_

No ☐

7. Is any other member of your household an employee or a member of the following organizations located in the risk area:

Yes ☐ Check all that apply

No ☐ Go to question 8

\_\_\_ a. This organization

\_\_\_ b. The Armed Services, Reserves, or National Guard

\_\_\_ c. A federal agency

\_\_\_ d. A state agency

\_\_\_ e. Local government, except public schools, law enforcement or fire departments

Figure 5

- ☐ f. A business or manufacturing plant with 50 or more employees
- ☐ g. A transportation company (bus, truck, or rail)
- ☐ h. A public utility (electric, gas, telephone)
- ☐ i. A radio or television station or newspaper
- ☐ j. A law enforcement agency or fire department
- ☐ k. A volunteer emergency service organization

8. Do any members of your household have special medical or dietary needs?

Yes ☐ Please explain \_\_\_\_\_

No ☐

*Thank you for your assistance in the development of our emergency plan.*

Figure 5 (Cont'd.)

[illegible]

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Using the organizational data and the results of the employee surveys, project staff prepared relocation plans for the three organizations. The three pilot plans developed for this project are provided in Appendix C. For anonymity, the company names and references to specific officials are fictitious. The following elements were included in these pilot plans:

- (1) Background information on nuclear civil protection, crisis relocation, and the ORP option.
- (2) Planning assumptions for organizational relocation planning.
- (3) A statement of the plan's purpose and company policy.
- (4) The number of relocatees involved, transportation arrangements, travel routes, relocation headquarters, communications, advance party duties, risk area operations, and commuting arrangements.
- (5) Specific personnel assignments for planning and relocation procedures.
- (6) Risk area operations and arrangements and protection for essential employees (if applicable).
- (7) Brief return and recovery plans.
- (8) Risk area maps, windshield markers, and sample employee information sheets.

These plans were developed, to the extent possible, within the specifications of the existing crisis relocation plans for the risk and host counties. Although the crisis

relocation plans for both Pitt (host) and Wayne (risk/host) county provide a broad outline for crisis relocation, they do not provide specific plans or procedures for many reception and care operations. For this reason the pilot plans do little more than designate host area supervisors and express the intention to assist local officials as necessary.

It would seem that organizational relocation would augment a crisis relocation; however, the level of specific organizational planning for risk and host area operations is contingent on the degree of detail included in the CRP. Organizational procedures and operations by necessity must be planned in concert with the crisis relocation plans for the risk and host areas involved. Therefore, should organizational relocation be incorporated into CRP, existing crisis relocation plans will have to be modified or updated to reflect this concept and to provide organizational planners with adequate planning information.

### STUDY RESULTS AND CONCLUSIONS

The experiences in the field and plan development for this study indicate that organizational relocation could be a feasible and practical component of crisis relocation as evidenced by:

- (1) 88 percent of the organizations contacted were willing to participate in this field test;
- (2) host area officials recognized the value of organizational assistance in staffing congregate care and shelter facilities;
- (3) organization officials were willing to assume leadership roles at the relocation facilities;
- (4) the information contained in the CRP proved to be useful in identifying adequate congregate care space for relocatees, travel routes, and transportation resources, for organizational relocation planning.

Project work with employing organizations and with local government officials indicates that the organizational option could provide significant assistance and support in the movement, reception, and care activities for a relocated population.

### FIELD EXPERIENCE AND DATA

The field work and data collection efforts were accomplished without a great deal of difficulty. In an effort to define organizational planning requirements, this



section concentrates on the study's direct field experience, including any problems encountered.

#### IDENTIFICATION, SELECTION, AND PARTICIPATION OF ORGANIZATIONS

The first problem encountered was a deceptively simple one: What industrial, commercial, and governmental concerns should be included on a candidate list for relocation as organized groups? The method by which this study's candidate list was developed is discussed in a previous section, Research Sample and Procedures for Field Work, and will not be reiterated here. It is assumed that most states or localities would have sufficient demographic data on employers to enable the construction of initial lists of candidate organizations. Of course, it would be necessary to update these lists periodically since firms move, merge, go in or out of business, and otherwise change.

For crisis relocation planning, the dynamic characteristic of organizational involvement is apparent in the summary of participants in this study (see Table 1). This is evidenced by the deletion of nine potential organizational participants resulting from the closing of businesses, reduction in work force, or seasonal fluctuations of employment.

It is significant to note that only one organization refused to participate after the initial briefing and interview. That nine organizations refused appointments or were repeatedly unavailable for the briefing, however, was an obstacle in preparing relocation plans for organizations in

TABLE 1

## Research Sample and Organizational Participation

|   | Group A<br>200+ employees | Group B<br>100-199 employees | Group C<br>25-99 employees | TOTAL |
|---|---------------------------|------------------------------|----------------------------|-------|
| Organizations identified from demographic data  | 16                        | 18                           | 37                         | 71    |
| Organizations added   | 4                         |                              | 1                          | 5     |
| Subtotal: potential candidate organizations   | 20                        | 18                           | 38                         | 76    |
| Organizations deleted:  |                           |                              |                            |       |
| 1. Not in risk area   | 1                         | 2                            |                            | 3     |
| 2. Refused initial briefing   | 1                         |                              | 4                          | 5     |
| 3. Refused participation after briefing   | 1                         |                              |                            | 1     |
| 4. Unable to schedule meeting   | 1                         | 3                            |                            | 4     |
| 5. Out of business, reduction in number of employees, or seasonal employment fluctuations | 5                         | 6                            | 7                          | 22    |
| Subtotal: deletions   | 5                         | 6                            | 11                         | 22    |
| Final ORP Participants  | 15                        | 12                           | 27                         | 54    |

the risk area. Conversely, 71 percent of the tentatively identified organizations were suitable for ORP and agreed to participate in the development of summary contingency plans.

As discussed earlier in this report, the selection criteria established for organizational contingency planning were: (1) risk area location, (2) minimum of 25 employees, (3) single site facility, and (4) essential worker status, as applicable. The criteria for risk area location and minimum number of employees posed no problems in selecting organizational participants. However, the single site criterion was not substantiated by the study's field work. Single summary contingency plans were deemed suitable for 12 organizations having more than one site in the risk area. Because of management structure and centralized control in these organizations, relocation assignments for branch sites were readily incorporated into a single plan. Experience in this study indicates that the nature and structure of an organization with multiple sites will dictate the number of plans needed. Planning guidance should reflect this site criterion flexibility.

A second problem encountered in the selection process concerned the refusal of participation by an organization designated as essential in the CRP. This refusal has implications not only for organizational planning but also for the risk area's CRP. Are preliminary plans made without an organization's approval and cooperation valid? Is it realistic to assume that those organizations refusing to

cooperate in peacetime planning would or could perform essential operations and services during a crisis?

As anticipated, the business managers and executives contacted in this study generally lacked knowledge of nuclear crisis planning and protection programs. To overcome this problem project staff conducted a standard briefing to explain crisis relocation and the organization's role (see Appendix A). Following the briefing, organizational representatives were interviewed to request participation, designate planning responsibilities, and estimate the number of relocatees (see Figure 1). The average time for the initial briefings and interviews in this project was 34 minutes.

Data collected during the initial interviews provide convincing evidence that business, industry, and government leaders accept the strategy of organizational relocation. Sixty-two out of sixty-three employers who were briefed supported ORP and indicated a willingness to participate in the preliminary planning for this study. A summary of the high level of acceptance shown in Table 2 indicates that organizational leaders can be motivated to engage in planning and preparedness activity.

Of the 72 risk area organizations identified in the research sample, 63 or 88 percent agreed to the initial briefings and interviews. Nine organizational contacts (12 percent of sample) either refused the briefings immediately or were unable to schedule appointments after numerous attempts. This resistance could perhaps be best overcome

TABLE 2

## Summary of Organizational Acceptance

|   | Group A<br>200+ employees | Group B<br>100-199 employees | Group C<br>25-99 employees | TOTAL<br>No./Pct. |
|---|---------------------------|------------------------------|----------------------------|-------------------|
| Organizations operating in<br>risk area and contacted by<br>telephone | 19                        | 16                           | 37                         | 72                |
| Unable to schedule<br>briefing and interview                          | 1                         | 3                            |                            | 4 5               |
| Refused appointment   | 1                         |                              | 4                          | 5 7               |
| Agreed to appointment   | 17                        | 13                           | 33                         | 63 88             |
| Supported ORP concept<br>and summary planning                         | 16                        | 13                           | 33                         | 62 86             |

with a systematic education and training program to raise the level of public awareness of the need for crisis planning.

In the initial calls with organizations, project staff identified managers or executives who would presumably have the authority to commit their organizations to a course of action. By doing this, the need for multiple briefings for an organization was eliminated. However, field experience in this study revealed a potential problem for national implementation of ORP. Fifteen percent of the selected organizations, all of which agreed to cooperate in summary contingency planning, indicated that regional or corporate approval would be required for preparing more details plans (see Table 3). To seek this approval would have required a great deal of travel to distant national or regional headquarters and was beyond the scope of work for this project. Should organizational relocation be incorporated into CRP, this problem will need to be addressed in the guidance for state and local planners.

TABLE 3

## Regional or Corporate Approval Required for ORP

|  | Group A<br>200+ employees | Group B<br>100-199 employees | Group C<br>25-99 employees | TOTAL    |
|--|---------------------------|------------------------------|----------------------------|----------|
| Selected organizations participating in summary planning                     | 15                        | 12                           | 27                         | 54       |
| Organizations requiring corporate or regional approval for detailed planning | 2                         | 5                            | 1                          | 8<br>15% |

#### ORGANIZATIONAL PLANNING DATA

The results of this study indicate that a significant portion of the risk area population can be included in organizational relocation planning. An estimated 28,715 employees and their dependents residing in the risk area were covered in organizational relocation summary contingency plans. Representing 45 percent of the risk area population, this figure was based on employment data, organizational estimates of employees living in the risk area, and on census data for the average household size in the county. As might be expected, the greatest number of relocatees were associated with organizations employing 200 or more people (see Table 4). The total employment for organizations in Group A ranged from 215 to 1350 employees. It is significant to note that 73 percent of the estimated number of relocatees in this study were employees and their dependents of larger organizations. Although it is not known if the risk area under study is typical, the findings suggest that emphasis on planning for larger organizations would be the most productive.



TABLE 4  
Estimated Organizational Relocates

|                           | <u>No.of<br/>Orgs.</u> | <u>Total<br/>Emps.</u> | <u>Est.Emps.<br/>in RA</u> | <u>Est.Deps.<br/>in RA</u> | <u>Est.No.<br/>Relocates</u> |
|---------------------------|------------------------|------------------------|----------------------------|----------------------------|------------------------------|
| Group A:<br>200+ emps.    | 15                     | 7609                   | 5789                       | 15133*                     | 20922                        |
| Group B:<br>100-199 emps. | 12                     | 1690                   | 1430                       | 3694                       | 4124                         |
| Group C:<br>25-99 emps.   | 27                     | 1730                   | 1274                       | 2395                       | 3669                         |
| TOTAL                     | 54                     | 11029                  | 8493                       | 20222                      | 28715                        |

\* includes 4250 military dependents living on base.

Although 28,715 organizational relocatees were identified, this figure does not take into account multiple-worker households that may be included in more than one plan. In the initial interview an attempt was made to estimate the number of employed household members; however, at this level of planning, it could not be determined if the other household members were employed at participating organizations. The impact of multiple-worker households on ORP can best be measured in the organization's employee survey.

To prepare more detailed pilot plans, it was necessary to identify organizational resources and the number of relocatees involved. This was achieved through interviews with organizational planning representatives and employee surveys. The methods and instruments used for this are discussed previously and will not be reiterated here.

The response rates for the three employee surveys conducted for this study were considered adequate for making company-wide projections. Employee survey data obviously provided more definitive information than did the summary plan estimates. While the cumulative differences between the estimated number of relocatees and the projected number based on survey data is negligible, the percentage of change among the three organizations ranged from 20 percent fewer to 13 percent more relocatees (see Table 5). This variance is attributed to inexact knowledge of employee residences and the size of employee households. In the employee surveys, the average households had 3, 3.4, and 3.8 members compared to the census provided data of 2.8 members per household in Wayne County.

TABLE 5  
Comparison of Relocation Estimates and Survey Data

| Company | Relocatees        |             | Difference |         |
|---------|-------------------|-------------|------------|---------|
|         | Original Estimate | Survey Data | Number     | Percent |
| 1       | 193               | 154         | -39        | 20      |
| 2       | 536               | 619         | +83        | 13      |
| 3       | 622               | 605         | -17        | 3       |
| TOTAL   | 1351              | 1378        | +27        | 2       |

In addition to determining the number of relocatees, the employee surveys identified the extent of potential ORP

conflicts among employee household members. Analysis of the data indicates that multiple worker households may have a significant effect on the implementation of organizational relocation. Of the employees surveyed, 30 to 36 percent indicated a potential organizational conflict among household members (see Table 6). Survey data also revealed employee transportation resources and requirements. For the small numbers of relocatees in need of transportation to the relocation headquarters, sufficient employee and organizational resources were available.

TABLE 6  
Employee Survey Data

| Organization | Number<br>of<br>Relocatees | Percent<br>Employees<br>in risk<br>area | Percent<br>Employees<br>with<br>Potential<br>Org.<br>Conflicts | Percent<br>Relocatees<br>with own<br>Transportation |
|--------------|----------------------------|---|--|---|
| 1            | 154                        | 80                                      | 30   | 97  |
| 2            | 619                        | 86                                      | 36   | 97  |
| 3            | 605                        | 66                                      | 35   | 97  |

The experiences in data collection and plan development for this study suggest that while employer estimates are adequate for making preliminary relocation assignments and plans, internal employee survey data would be most useful in planning more specific procedures and actions for organizational relocation in a crisis.

## PLAN DEVELOPMENT

Since organizational relocation is perceived as an integral part of CRP, planning for this strategy of relocation cannot be achieved in isolation. For this study the procedures and actions in the summary contingency plans and in the more detailed prototype plans were developed within the framework of existing plans for crisis relocation. Host area assignments, including those for essential workers, were made in accordance with CRP population allocations; movement, transportation plans, and travel routes were consistent with the CRP; and employee information and instructions followed CRP guidelines.

In the two CRPs involved in this study, risk and host area operations and procedures are broadly outlined. As these plans are expanded, organizational plans too should reflect more detail on operational activities and support. For example, the CRP could specify organizational support for such activities as shelter management, food preparation, first aid and medical care, local transport of supplies, or maintenance of living quarters. As an organization's role is identified, procedures and operations can be planned. To achieve this level of planning, coordination and cooperation among local emergency officials and organizational planners will be necessary.

As summary contingency plans are nothing more than the introductory phase of organizational relocation, these should not be considered sufficient to achieve a truly systematic, orderly relocation. Experience in this study, as in the

Boeing developmental work, indicates the need for more detailed planning in peacetime. It would be an inordinate task for a large organization to collect and analyze employee data, coordinate details with local officials, develop operational plans and procedures, assign responsibilities, conduct training, and disseminate instructions under the enormous pressures generated by the threat of a nuclear crisis. During crisis expectancy conditions, the local emergency structure would be strained to provide the necessary planning materials and support for numerous organizations.

#### ORGANIZATIONAL RELOCATION AS A PART OF CRISIS RELOCATION PLANNING

Organizational relocation is nothing more than current crisis relocation with an emphasis on relocating people in larger organized groups rather than in individual family units. As previously discussed in this report, ORP can be readily assimilated into CRP and can provide vital support for a large relocated population. The expansion of local crisis planning and preparedness to include organizational planning would lend credibility to the relocation concept.

Existing crisis relocation plans recognize the need for minimum organizational planning for essential groups of workers. The CRP for the risk area under study identified essential workers, allocated space in host area facilities for these workers and their dependents, and listed risk area blast shelters and feeding facilities. However, no work has

been done on preparing more detailed operational plans for these groups.

In addition to the continuation of risk area operations essential for survival, ORP would be useful in providing support for a large relocated population. The relocation and management of a significant portion of the population through organizational channels would alleviate the burden on the host area. Through ORP, many resources and personnel vital to a relocation can be identified prior to a crisis. As a complement to CRP, organizational relocation can enhance the level of specific planning and preparedness and contribute to a potentially more orderly and successful relocation.

The question remains, how can ORP be incorporated into CRP? The following implications and considerations for merging the two areas based on the field and planning experiences in this study.

#### LOCAL PLANNING INVOLVEMENT

Since crisis relocation involves numerous jurisdictions, state and local emergency officials must provide a coordinated approach to ORP. Organizations must have suitable planning materials, guidance, local support, and a clear understanding of the organizational role and responsibilities. In the case of the risk area under study, an increase in local involvement in crisis relocation planning would be necessary for implementing ORP. During the planning process state and local officials must be able to advise, coordinate, and support organizational efforts.

### ESSENTIAL WORKERS

Although policies and a few procedures for essential worker groups are broadly outlined in the CRP, practical details for implementing relocation and continuing essential functions are needed. For ORP to gain credibility among potential users, an employer needs definite assurance that essential workers will be protected and cared for and that plans and facilities exist for providing these workers with blast protection. Crisis relocation arrangements for such things as transportation, congregate feeding and lodging, fallout protection, and risk area commuting and support need to be specified. A general vague outline of these concerns would hardly be inducive to organizational participation.

That some private organizations are unaware of their essential roles and responsibilities is a problem that should be overcome by ORP. Participation in planning and preparing for CRP should enhance the continued operations of essential organizations in a crisis.

### PUBLIC AWARENESS AND EMPLOYEE EDUCATION

Through organizational planning and preparedness, it is anticipated that employees would have a greater understanding of crisis relocation and thereby be more inclined to comply. ORP would be valuable in communicating the complexities of crisis plans and procedures and would contribute to the credibility of the relocation option.

Organizational instructions and information must be consistent with the CRP. To avoid confusion and indecision,

organizational information and instructions should be included in public announcements and should specify how and when groups are scheduled to move. There should be no question among organizational relocatees if a particular instruction applies to them.

In the sample plans provided in Appendix C, employee instructions are brief and relatively simple. Both the CRP and the ORP should emphasize the need for simple instructions that are readily understood and followed. During a highly stressful period, complicated instructions and complex information would contribute to the public's anxiety and confusion.

#### **HOST AREA OPERATIONS**

The CRP should specify organizational operations and services or, in the least, indicate the organizational role in reception and care activities. Without direction from state and local emergency officials and host area planning details, organizational planners would not know how to utilize their resources and assign responsibilities.

Reception and care services would seem the most prevalent areas for organizational support. Intact groups with established lines of supervision would be useful in providing congregate care services or possibly in the distribution of goods. Other examples of potential organizational assistance in the host area include crisis shelter upgrading, providing expedient facilities for sanitation and water, and use of radio equipped vehicles for additional communications. Organizational response, however,



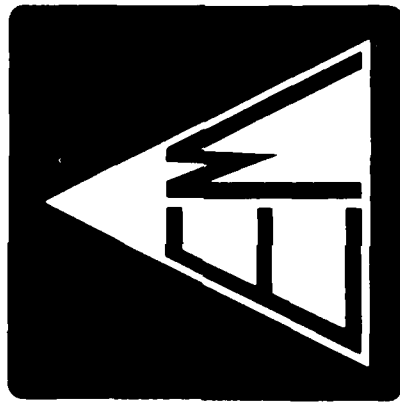
must be under the direction and control of host county officials. With knowledge and data of organizational resources, state and local officials and organizational planners can prepare practical and potentially usable plans.

It is apparent that ORP can augment both the risk area and host area plans for crisis relocation. Under the direction of state and local emergency management officials, organizational planners can prepare operational plans to support crisis relocation. Through organizational participation in the planning process, ORP can provide a wider base of understanding and support for CRP.

## APPENDIXES

**APPENDIX A**  
**INITIAL ORGANIZATION BRIEFING CHARTS**

North Carolina  
Department of Crime Control and Public Safety



DIVISION OF EMERGENCY MANAGEMENT



North Carolina Division of **Emergency Management**

## **FEDERAL CONTRACT**

- With Federal Emergency Management Agency
- Develop an improved plan for the survival of business and people in the Goldsboro-Seymour Johnson Air Force Base Area



North Carolina Division of **Emergency Management**

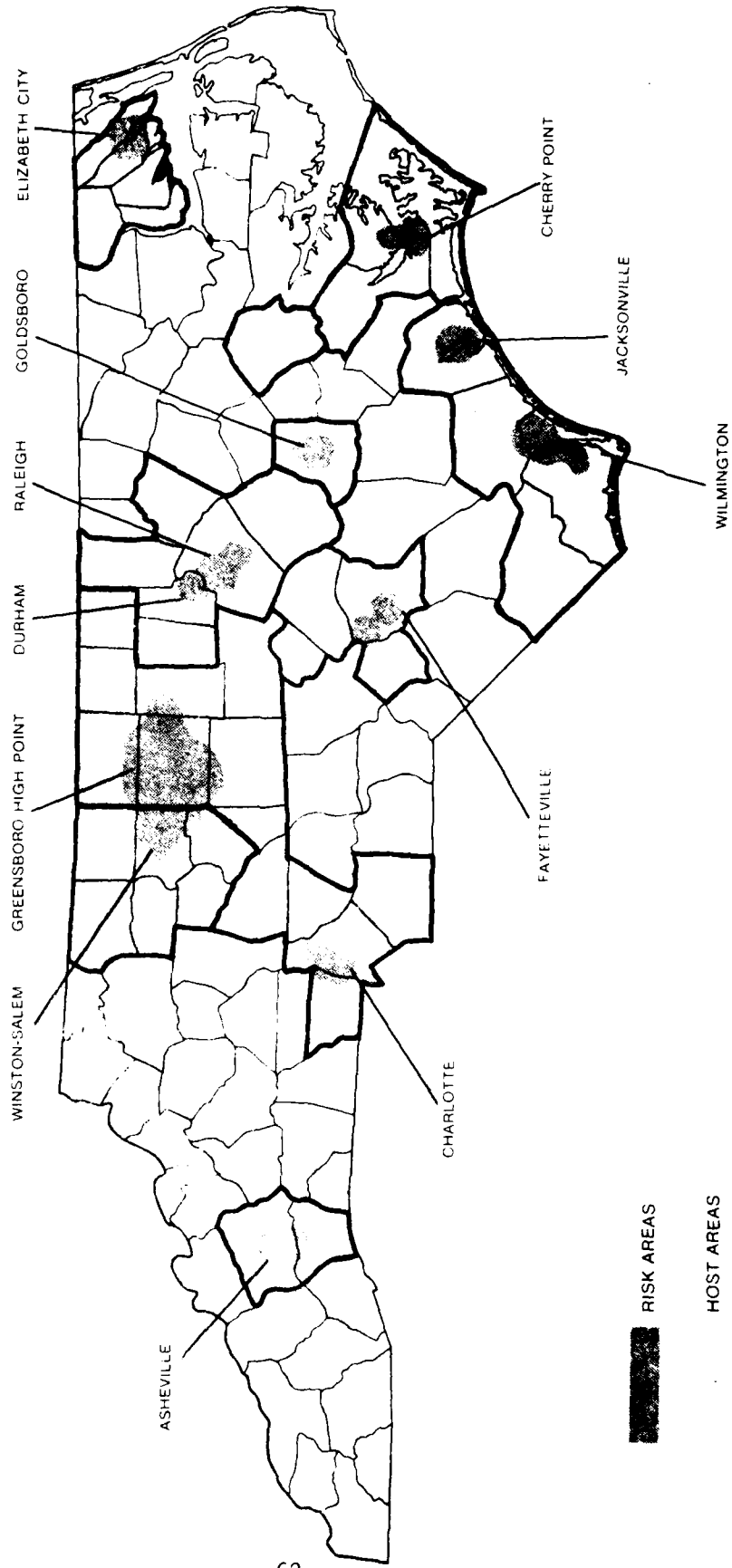
## **NEED FOR PLANNING**

- USSR nuclear capability
- Proliferation of nuclear knowledge
- Nuclear accidents
- Nuclear terrorism



North Carolina Division of Emergency Management

## HIGH RISK CONGLOMERATES AND ASSOCIATED HOST AREAS IN NORTH CAROLINA





North Carolina Division of **Emergency Management**

## **GOLDSBORO-SEYMOUR JOHNSON AIR FORCE BASE RISK AREA**

- Category I Risk Area
- Contains strategic offensive military forces
- Highest category of nuclear target







North Carolina Division of **Emergency Management**

## **CURRENT NUCLEAR CIVIL PROTECTION STRATEGIES**

- Protect people in place
- Relocate population



North Carolina Division of **Emergency Management**

## **BENEFITS OF CRISIS RELOCATION**

- Potential to save millions of lives
- Counter-evacuation capability
- Additional time for crisis negotiations
- Cost effectiveness



## **CRISIS RELOCATION CONCEPTS**

### **CURRENT**

- Relocate **a significant portion** of risk area population **as family units**
- Relocate a limited number of members of key organizations and their families as units

### **ORGANIZATIONAL OPTION**

- Relocate **a significant portion** of risk area families **as members of organizational units**
- Relocate a limited number of people as family units



## ORGANIZATIONAL RELOCATION — BASIC CHARACTERISTICS

- Provides a specific pre-designated relocation address to evacuating organizations **including employees and dependents**
- Provides the host area already organized groups with known capabilities and reduces host area burden of staffing



## **BASIC CHARACTERISTICS — CONTINUED**

- Provides continuity and operational capacity in a large number of organizations
- Facilitates resumption of organized activity following a crisis



## **ADVANTAGES OF ORGANIZATIONAL RELOCATION**

- Reduced requirements for processing evacuees
- Credibility
- Targeted communications
- Controlled moving of evacuees
- Policing commuter traffic
- Maintaining production during a crisis
- Attack and post-attack resilience
- Crisis period emergency services



North Carolina Division of **Emergency Management**

## **MAJOR ADVANTAGES TO BUSINESS**

- Continuity of business operations during a crisis
- Aids resumption of production following a crisis



**APPENDIX B**  
**SAMPLE SUMMARY CONTINGENCY PLAN FORMAT FOR**  
**ORGANIZATIONAL RELOCATION**

P I L O T   T E S T

SUMMARY CONTINGENCY PLAN

FOR

ORGANIZATIONAL RELOCATION

FOR: \_\_\_\_\_

ADDRESS: \_\_\_\_\_

\_\_\_\_\_

Responsible  
Official(s)

Name \_\_\_\_\_ Title \_\_\_\_\_

Name \_\_\_\_\_ Title \_\_\_\_\_

Telephone Number \_\_\_\_\_

TEST

ORGANIZATIONAL RELOCATION  
ASSIGNMENT INFORMATION

Page \_\_\_\_\_ of \_\_\_\_\_

| ORGANIZATION  | HOST JURISDICTION      |
|---|------------------------|
| Name _____  | County _____           |
| Address _____   | Division _____         |
| Phone _____   | R/C District _____     |
| Official(s) _____   | Lodging Section _____  |
| No. Employees _____   | Lodging Section Office |
| in Risk Area _____  | Building _____         |
| No. Dependents _____  | Address _____          |
| Total Evacuees <span style="border: 1px solid black; display: inline-block; width: 40px; height: 15px; vertical-align: middle;"></span> | Phone _____            |
| H _____ C _____ O _____   |                        |

| RELOCATION HEADQUARTERS | COMMENTS |
|-------------------------|----------|
| Building _____          | _____    |
| Address _____           | _____    |
| Phone _____             | _____    |
| Building No. _____      | _____    |

| Congregate Lodging | Fallout Shelter    | Congregate Feeding |
|--------------------|--------------------|--------------------|
| Building _____     | Building _____     | Building _____     |
| Address _____      | Address _____      | Address _____      |
| Phone _____        | Phone _____        | Phone _____        |
| Capacity _____     | Capacity _____     | Capacity _____     |
| No. Assigned _____ | No. Assigned _____ | No. Assigned _____ |
| Building _____     | Building _____     | Building _____     |
| Address _____      | Address _____      | Address _____      |
| Phone _____        | Phone _____        | Phone _____        |
| Capacity _____     | Capacity _____     | Capacity _____     |
| No. Assigned _____ | No. Assigned _____ | No. Assigned _____ |
| Building _____     | Building _____     | Building _____     |
| Address _____      | Address _____      | Address _____      |
| Phone _____        | Phone _____        | Phone _____        |
| Capacity _____     | Capacity _____     | Capacity _____     |
| No. Assigned _____ | No. Assigned _____ | No. Assigned _____ |

TEST  
ORGANIZATIONAL RELOCATION  
ASSIGNMENT INFORMATION

Continuation Sheet  
Page \_\_\_\_ of \_\_\_\_

| Organization   | Host Jurisdiction  | Relocation Headquarters  |
|--|--|--|
| Congregate Lodging   | Fallout Shelter  | Congregate Feeding   |
| Building _____<br>Address _____<br><br>Phone _____<br>Capacity _____<br>No. Assigned _____ | Building _____<br>Address _____<br><br>Capacity _____<br>No. Assigned _____                | Building _____<br>Address _____<br><br>Capacity _____<br>No. Assigned _____                |
| Building _____<br>Address _____<br><br>Phone _____<br>Capacity _____<br>No. Assigned _____ | Building _____<br>Address _____<br><br>Phone _____<br>Capacity _____<br>No. Assigned _____ | Building _____<br>Address _____<br><br>Phone _____<br>Capacity _____<br>No. Assigned _____ |
| Building _____<br>Address _____<br><br>Phone _____<br>Capacity _____<br>No. Assigned _____ | Building _____<br>Address _____<br><br>Phone _____<br>Capacity _____<br>No. Assigned _____ | Building _____<br>Address _____<br><br>Phone _____<br>Capacity _____<br>No. Assigned _____ |
| Building _____<br>Address _____<br><br>Phone _____<br>Capacity _____<br>No. Assigned _____ | Building _____<br>Address _____<br><br>Phone _____<br>Capacity _____<br>No. Assigned _____ | Building _____<br>Address _____<br><br>Phone _____<br>Capacity _____<br>No. Assigned _____ |

COMMENTS \_\_\_\_\_

## P I L O T   T E S T

### SUMMARY

A threat of war or massive disaster could lead to the evacuation of the Goldsboro area. Although such a threat is unlikely, official contingency plans are prepared for such emergencies.

If such an evacuation were ever necessary, government officials MIGHT request this organization to relocate as a unit. In that case, all employees and their household members, who live in the risk area, should travel to the RELOCATION HEADQUARTERS at the address listed on the assignment page.

**NOTIFICATION.** Employees would be notified by radio and television announcements. If time permits, the announcement would also be made through newspapers and through organizational channels. The announcements would name the organizations for which Organizational Relocation Plans were in effect.

**EMPLOYEES COVERED.** This Plan applies to all employees who work for this organization and who also reside in the risk area being evacuated. The risk area for a nuclear attack is shown on the following page.

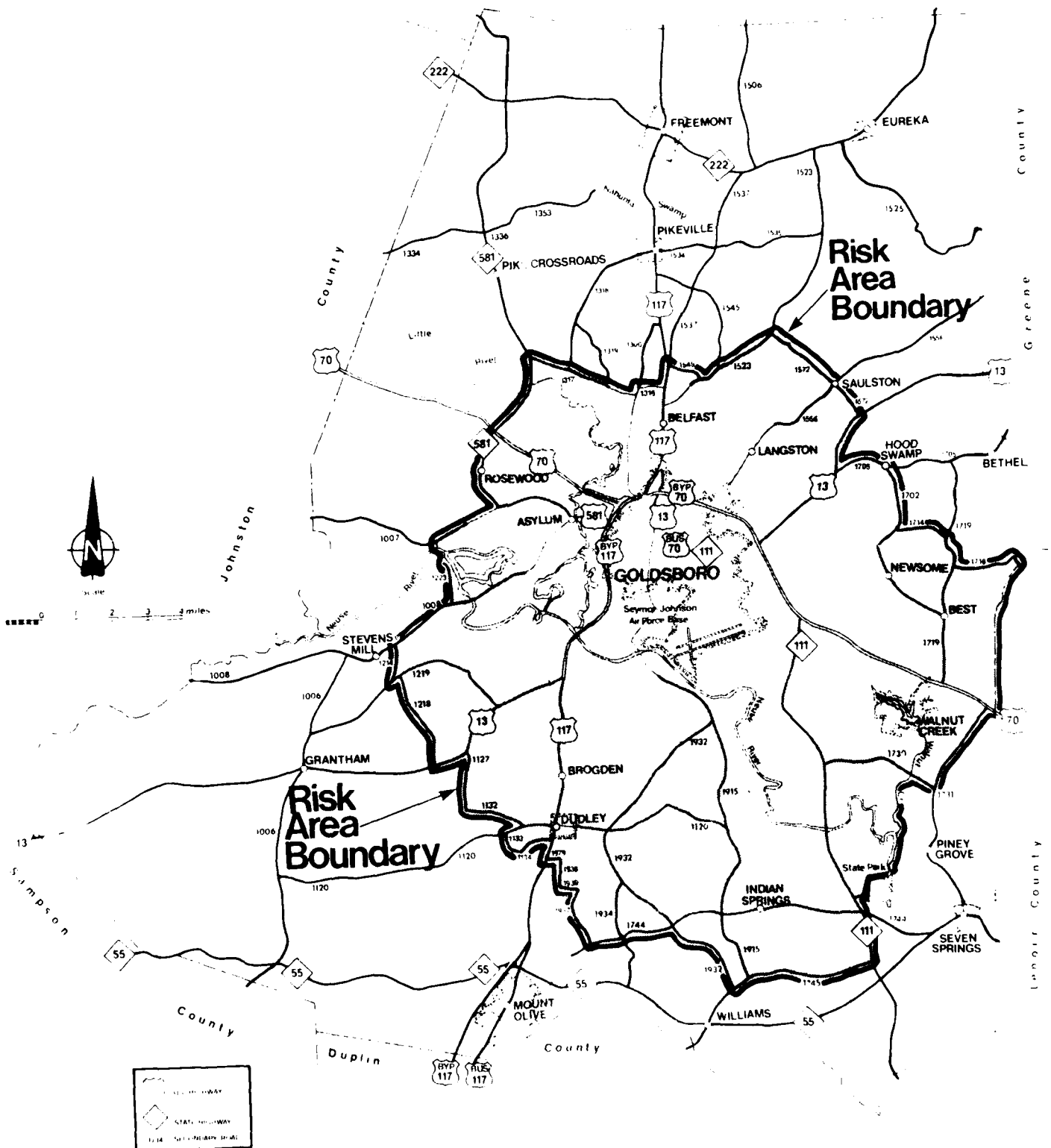
**MULTI-WORKER FAMILIES.** Families or households covered by two or more Organizational Relocation Plans should decide which organization they will relocate with and notify each organization of this decision.

**IF AND ONLY IF THIS ORGANIZATIONAL RELOCATION PLAN IS PUT INTO EFFECT, ALL COVERED EMPLOYEES AND THEIR IMMEDIATE FAMILIES OR HOUSEHOLDS SHOULD PROCEED TO THE RELOCATION HEADQUARTERS LISTED ON THE ASSIGNMENT PAGE.** If this Plan is put into effect, host area facilities will be set aside for housing, sheltering, feeding, and supporting employees and their families through the crisis.

This Summary Contingency Plan for Organizational Relocation is on file in the County Emergency Management Agency.

# GOLDSBORO SEYMOUR JOHNSON AFB RISK AREA

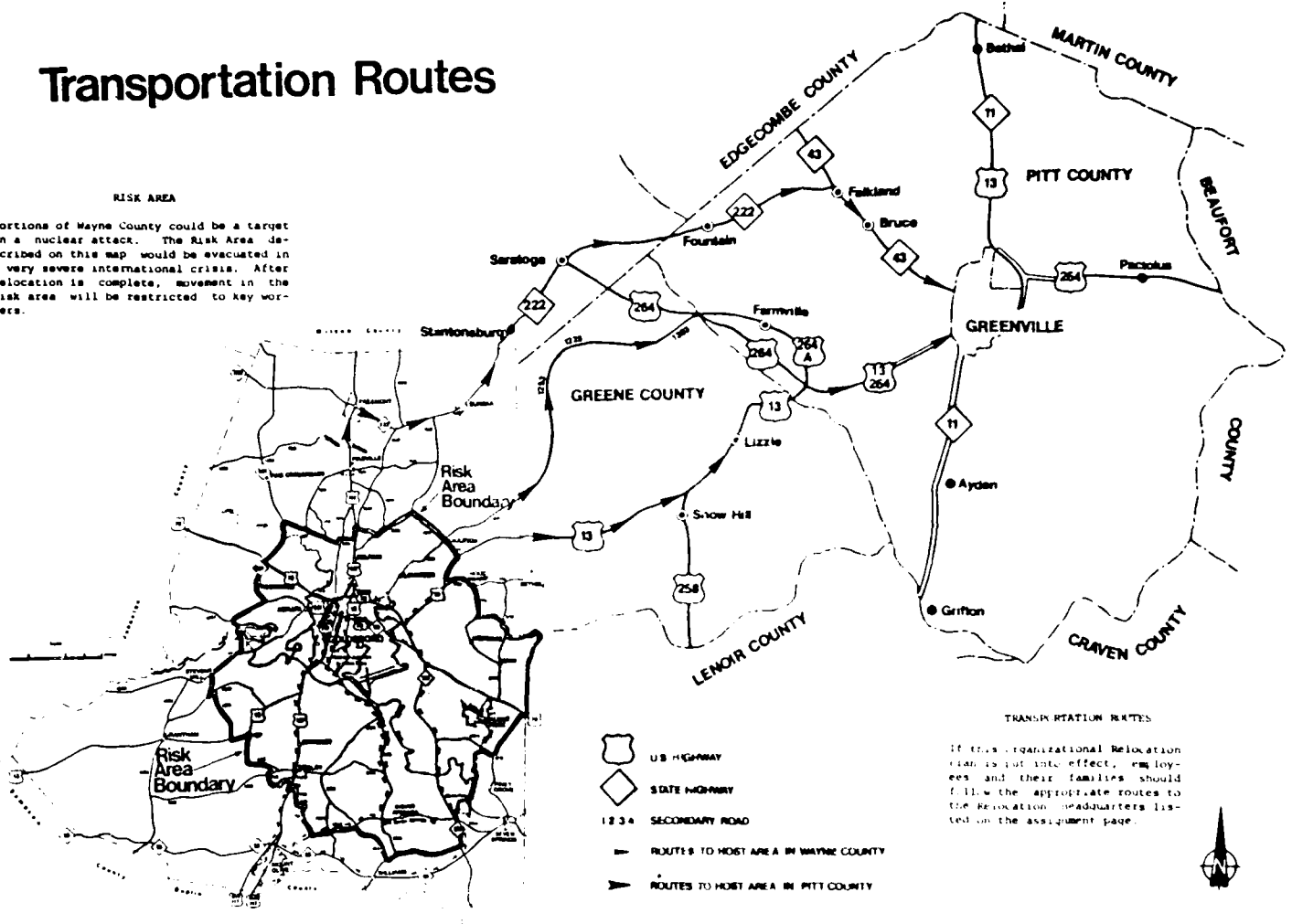
Wilson County



# Transportation Routes

## RISK AREA

Portions of Wayne County could be a target in a nuclear attack. The Risk Area described on this map would be evacuated in a very severe international crisis. After relocation is complete, movement in the risk area will be restricted to key workers.



## **P I L O T   T E S T**

### **IF THIS PLAN IS PUT INTO EFFECT**

Employees and their immediate families should proceed from their homes to the Relocation Headquarters at the time scheduled for your organization's movement. Other sections of the organizational relocation plan may designate specific crisis period duties for some individuals. Those individuals may have jobs to do before they travel to the Relocation Headquarters. However, all employees not assigned such duties and all families should proceed directly to the Relocation Headquarters.

Employees with private vehicles should drive the most appropriate vehicle - a "camper" or similar vehicle if one is owned, an automobile, or truck.

Employees without cars or private vehicles may (1) be moved in special vehicles provided by this organization, (2) arrange for transportation with another employee, or (3) travel by public transportation. If an employee does evacuate with the general population on public transportation, he or she may not be assigned to your relocation headquarters.

Employees who cannot arrange for transportation should contact this organization at the time of crisis. If contact cannot be made or transportation cannot be arranged to the Relocation Headquarters, employees should follow the instructions for the evacuation of the general public in their neighborhoods.

### **WHAT TO TAKE**

Carry a change of clothing, bedding or sleeping bags, any medication which requires a prescription, and enough non-perishable foods and canned goods for a three-day supply. It may be several days before the proper redistribution of food and pharmaceuticals will be complete, so care should be taken to assure sufficient supplies of these necessary items.



**APPENDIX C**  
**SAMPLE ORGANIZATIONAL RELOCATION PLANS**

**P I L O T   T E S T**

**ORGANIZATIONAL RELOCATION PLAN  
FOR**

**Carolina Baking Company \*  
2001 W. Green Street  
GOLDSBORO, NORTH CAROLINA 27530**

**John Williams, Jr., Vice President  
919/375-3201**

**\* Although this plan was prepared for a specific organization, the company name and references to employees are fictitious.**

## ORGANIZATIONAL RELOCATION PLAN

### FOR

### CAROLINA BAKING COMPANY

#### 1.0 INTRODUCTION

##### 1.1 Nuclear Civil Protection and Crisis Relocation

Although a nuclear attack seems unlikely, it is important to recognize civil defense as a part of a total emergency planning effort which is dedicated to the protection and preservation of life and property. The Nuclear Civil Protection (NCP) program also plays an important role in maintaining our strategic balance.

As a key element of the Nuclear Civil Protection program, crisis relocation plans provide for the movement of people from areas of potentially high risk from the direct effects of nuclear weapons to host areas of lower risk and for the feeding, housing, medical care and other needs of the relocated population.

The goal of civil defense and crisis relocation is the survival of the greatest number of people in the event of a nuclear attack.

##### 1.2 Organizational Relocation

Organizational relocation, as a part of crisis relocation, involves evacuating from a threatened risk area the employees of companies, agencies, and institutions. Employees, together with their dependents, would move in controlled groups, be sheltered in pre-arranged host areas, and retain, to the extent possible, the organization's identity and chain

of command. Organizational relocation would provide the host area with organized groups capable of reducing the host area burden of staffing and managing reception and care activities. Essential services and production would continue with key workers commuting into the risk area in groups. If a crisis became acute, these workers would be evacuated and sheltered quickly; their families would have already been relocated.

### **1.3 Relationship Between Organizations and Government in Crisis Relocation**

Organizational relocation planning is a cooperative multi-jurisdictional process involving joint action by the participating organizations and by state and local government officials. The primary contacts for this planning are the Wayne County Civil Preparedness Coordinator and State NCP planners in the Division of Emergency Management. For this plan, the State NCP office has had the lead planning role and has coordinated efforts between Wayne and Pitt County officials. This coordination ensures that this relocation plan is consistent with the local and state relocation plans.

Specific lodging, fallout shelter, and feeding assignments have been made for Carolina Baking Company employees and dependents. While in the host area this company will be under the direction and control of the Wayne County officials, and may be asked to provide assistance in managing congregate care facilities or in supporting other operations during the period of relocation.

#### 1.4 Crisis Relocation Planning Assumptions

The following assumptions are the basis for this relocation plan:

1. A nuclear attack on the United States would probably be preceded by a period of international tension and crisis. Sufficient time should be available for protective actions to be taken, including the temporary relocation of residents of designated high risk target areas to host areas of lower risk. It should be noted that the In-Place Shelter Plan for Wayne County is designed for response to a short notice attack by making use of blast, heat, and fallout protection available in existing buildings.
2. Direction for relocation will come from the President of the United States to the Governor of North Carolina who will then order the relocation.
3. When directed by the President, costs incurred with the execution of crisis relocation will be borne by the federal government.
4. Once a relocation has been ordered, the movement from the risk area will be complete in 72 hours. Sometime during this period an organization will be given a specific time to begin its relocation.
5. The duration of the relocation period could be two weeks or longer.
6. Existing distribution systems will be used, to the extent possible, for providing essential services and resources such as food, fuel, and transportation.

## 2.0 PLAN PURPOSE AND POLICY

It is the policy of Carolina Baking Company to cooperate with the government in crisis relocation planning and accordingly to arrange for the possible relocation of the employees and their dependents. Carolina Baking Company has been designated a key organization in the Wayne County Crisis Relocation Plan.

Emergency actions in this plan will be carried out as authorized by John Williams, Sr. In the event of his absence from the office and when actions seem warranted, John Williams, Jr. or Kenneth Wells have the authority to take action.

John Williams, Jr. is responsible for maintaining this plan and for coordinating contacts and actions with the Wayne County Civil Preparedness Agency.

## 3.0 GENERAL PLAN

### 3.1 Employee Data for Relocating Arrangements

In February 1982, we conducted a survey to determine the number of employees and their dependents residing in the risk area, the number of relocatees with competing attachments to other organizations, and the relocatees in need of transportation. One hundred fifty-three employees responded to the questionnaire. Based on these responses, the following projections were made:

|   | <u>Responding</u> | <u>Projections</u> |
|---|-------------------|--------------------|
| Total number employees.....   | 153               | 270                |
| Employees living outside risk<br>area.....                          | 52                | 92                 |
| Employees living in risk area.                                      | 101               | 178                |
| Employee dependents in risk<br>area.....                            | 195               | 427                |
| Total number relocatees   | 296               | 605                |
| Number employees with<br>potential organizational<br>conflicts..... | 35                | 62                 |

### 3.2 Risk Area Evacuation

If a crisis relocation were ordered, the employees of Carolina Baking Company and their dependents who reside in the Wayne County risk area will relocate to Charles B. Aycock High School in Pikeville. (See Assignment Information, Attachment 1.) The relocatees will travel from their homes to Pikeville on the routes shown on Attachment 2.

The risk area boundaries are also shown on Attachment 2. Employees living outside this risk area are not required to relocate. However, all production, distribution, maintenance, and managerial personnel living outside those boundaries and who have been designated as essential personnel may be expected to commute from their homes to the plant for crisis period operations.

### 3.3 Transportation

Employees and their families will relocate to Pikeville in their own vehicles. In February 1982, a total of 12 employees and dependents did not have a means of transportation. Specific arrangements for ride-sharing with other employees or for using company vehicles for these relocatees will be made. If an employee does evacuate with

the general population and not with our group, he or she may not be assigned to our relocation headquarters.

During the period of increasing international tensions, emergency instructions and vehicle windshield markers will be reproduced and distributed to all employees who will be relocating with our organization (see Attachment 3). These markers indicate that this is an organizational relocation vehicle and the host area destination.

#### **3.4 Relocation Headquarters**

While in Pikeville employees and their families will be housed and sheltered in Charles B. Aycock High School. This facility will also provide protection against nuclear fallout. To set up our relocation headquarters and prepare to receive relocatees, an advance party will relocate early. (See Section 3.7.)

#### **3.5 Relocation Movement**

The Crisis Relocation Plan for Wayne County provides for the phased movement of the risk area population. It is estimated that the general population can be relocated from the risk area within ten hours after a relocation is ordered. In order to reduce traffic congestion on evacuation routes, Carolina Baking Company employees and dependents will relocate after the general population has departed. Local officials and the news media will announce the departure time for employees.

Relocatees will move from their homes along minor road nets that channel them onto US Hwy. 117 to Pikeville. Road blocks, barricades, and traffic control points will be



established to channel the population along the designated travel routes to the relocation headquarters.

### **3.6 Communications**

During crisis relocation, communications will be by telephone. It is assumed that telephone service will remain intact prior to the relocation. Should telephone communications be disrupted, emergency communications facilities and equipment will be under the control of Wayne County emergency service officials. As a crisis is building verify that the emergency telephone numbers are correct for the Wayne County emergency operations center and for our staff members who have emergency responsibilities.

### **3.7 Advance Party**

The Office Manager and the Accounts Receivable Supervisor are responsible for setting up the relocation headquarters. One or two staff members may be selected to assist them. Upon notification of an impending evacuation of the risk area, the advance party should relocate immediately and report to the Division 1 Reception Center at Pikeville Elementary School.

The primary responsibilities of the advance party include:

- (1) Work with Wayne County officials in preparing the lodging, feeding and shelter facilities for our relocatees and advise them of any needs.
- (2) Prepare for the reception, registration, and placement of our employees and families.

- (3) In cooperation with host area officials, establish a communications link between the relocation headquarters and our home office and with the Wayne County reception and care headquarters.
- (4) Register and assign quarters for our employees and their families.
- (5) Provide Wayne County officials registration records.
- (6) Assist in managing shelter facility throughout relocation period.

The advance party should carry these materials with them:

- (1) A copy of this plan.
- (2) A list of the employees and dependents who will be relocating.
- (3) Essential clothing and personal items, bedding or sleeping bags, and medication, if needed.
- (4) A summary of their duties.

If feasible, the families of advance party members will accompany them. If not, the families will relocate when the other employees do. The advance party will make transportation arrangements for team members prior to a relocation order. They will use their own vehicles or company vehicles, if necessary.

### **3.8 Operations in Risk Area**

Due to the continuing need for bread products, the Carolina Baking Company has been designated an essential industry and will continue operations if a relocation is ordered. During the emergency, the plant will operate on two

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IMPLICATIONS OF ORGANIZATIONAL PLANNING FOR CRISIS  
RELOCATION(U) NORTH CAROLINA DEPT OF CRIME CONTROL AND  
PUBLIC SAFETY RALEIGH M A BUTLER ET AL. DEC 82

2/2

UNCLASSIFIED

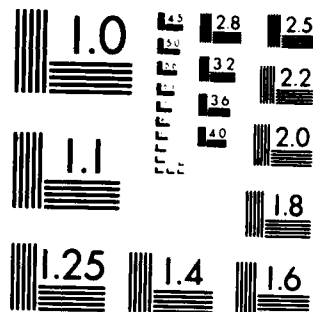
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|  |  |    |  |  |  |  |  |  |    |    |  |  |  |
|  |  | 68 |  |  |  |  |  |  |    |    |  |  |  |
|  |  |    |  |  |  |  |  |  | 96 |    |  |  |  |
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END  
DATE  
(MM/YY)  
3 83  
DTIC



MICROCOPY RESOLUTION TEST CHART  
NATIONAL BUREAU OF STANDARDS 1963-A

12-hour shifts to keep to a minimum the number of employees in the risk area at any given time. Normal delivery routes will be temporarily suspended and all delivery personnel will be assigned new routes in the host and risk areas. The shift on duty at the time of an ordered relocation will remain on duty long enough to complete a 12-hour shift at which time they will be relieved by the next shift. At the completion of a shift, employees will travel either to their homes outside the risk area or to the relocation headquarters at Charles B. Aycock High School. Those employees off duty at the time of relocation will move with their families to the relocation headquarters and commute in company trucks from the relocation headquarters to the plant. This plant will continue to operate until an attack is imminent, at which time the plant will be immediately closed and the employees on duty will move out to their homes or shelter in the host area or, if time does not permit, to an all effects shelter nearest the plant.

#### **3.8.1 Protection for Risk Area Employees**

If an attack on Seymour Johnson Air Force base is deemed imminent, the plant will be closed down and employees will, if time permits, relocate to their homes outside the risk area or to the Charles B. Aycock High school in Pikeville. If there is not sufficient time for employees to reach a safe area, they will move immediately to a designated all effects relative blast facility in close proximity to this plant. The two facilities for protection closest to this plant are

the Goldsboro Water Plant and the Cherry Hospital - O'Berry Complex. The Wayne County Civil Preparedness Coordinator will designate the shelter for the employees on duty during an alert of an imminent attack. At the time of an attack alert employees will assemble at the loading dock. After all employees are accounted for they will immediately depart for the host area or for the risk area shelter.

### **3.8.2 Risk Area Support**

Risk area operations and support will be directed from the Wayne County Emergency Operations Center. Service centers will be established to provide food, emergency medical care, fuel, and transportation for risk area workers.

### **3.8.3 Commuting Arrangements.**

Since mass transportation facilities are not available in the Goldsboro area, commuters between the host and risk areas will be transported on company trucks. One hour prior to duty time those employees in the host area shelter will assemble at the main entrance of Charles B. Aycock School to board trucks for the risk area. When these employees have arrived at the plant and been briefed, the relieved shift will board the trucks for the return trip to the shelter.

Essential employees who do not reside in the risk area will commute between their residences and the plant in their own vehicles. Identification cards will be issued for all commuting employees prior to the relocation movement by the personnel manager.

## **4.0 RESPONSIBILITIES**

### **4.1 Crisis Planning and Procedures**

John Williams, Jr. is responsible for initiating the planning effort and for providing overall direction for emergency readiness and operations. In addition, he will designate supervisors and establish procedures for both risk and host area emergency operations, including:

- (1) Maintain relocation plan and coordinate plans and procedures with the Wayne County Civil Preparedness Agency.
- (2) Establish an employee alerting and communicating system.
- (3) Disseminate employee information and instructions.
- (4) Establish measures to protect and preserve essential records.
- (5) Closing and securing facilities.
- (6) Designate host area managers and supervisor for relocation headquarters.

### **4.2 Risk Area Operations**

All company operations in Wayne County, including those in the period before the relocation movement, will be supervised by John Williams, Jr. He will be assisted by the plant manager and the personnel manager. These operations include:

- (1) Continuation of essential production during crisis period.
- (2) Prepare and disseminate employee instructions.
- (3) Make transportation arrangements for employees, if

necessary, and for essential commuting workers.

(4) Secure vital documents and records.

#### **4.3 Host Area Operations**

The office manager, whose office will be in the relocation headquarters, will supervise operations in the host area. He will be assisted by the accounts receivable supervisor. They will be responsible for assigning personnel to sleeping quarters, feeding schedules, and work details in accordance with host area officials' requests.

Providing services for the relocated population will place a severe burden on the host area. This company will make every effort to assign our personnel to leadership and support positions in the host facilities serving our employees and families or in other host area operations if so requested. Possible areas where our employees can support host area operations include:

|                       |                                |
|-----------------------|--------------------------------|
| shelter management    | maintenance of living quarters |
| flood preparations    | security                       |
| first aid             | cost accounting services       |
| skilled drivers       | shelter upgrading              |
| office machine skills | recreation planning            |

All employees assigned to positions in the host area will act within Wayne County's reception and care chain of command.

#### **5.0 RETURN AND RECOVERY**

If the Goldsboro area is not damaged, this phase will begin as soon as the Wayne County Civil Preparedness



Coordinator determines that there is no significant hazard. When the all-clear is given for return, the departure time for our employees will be announced to the shelter managers. The travel routes will be the same as those used for the initial evacuation. Since our employees are guests in the host area facilities, we must leave the facilities in as good or better condition as we found them. All employees and their families will be given clean-up tasks prior to our departure from the host shelter facilities.

The personnel manager will notify employees of times to report to work at the plant. If the plant has been shut down, it is imperative that operations resume as rapidly as possible in order to provide our food products to our customers. All personnel are expected to adhere to their shift schedules upon return to our home area.

If it is determined that residual radiation levels in the Goldsboro-Seymour Johnson AFB area are hazardous, continued sheltering for personnel with residences in contaminated areas may be required. Wayne County authorities will plan and develop relocation from the Charles B. Aycock School to other shelters, if necessary. Movement of groups in public shelters will be led and organized by shelter managers.

#### **6.0 EMPLOYEE INFORMATION AND INSTRUCTIONS**

Adequate information for our employees and their families is a critical part of this plan. Informative, timely explanations and instructions will promote acceptance and participation and relieve apprehensions. Included in

this plan are two examples of emergency information for employees. The first message is to be distributed when international tensions are building and the nation faces a potential crisis (see Attachment 4). The second message contains a concise set of instructions that should be given to every employee when relocation has been ordered (see Attachment 5).

The employee information messages attached to this plan are examples. Some of the information may need to be changed to conform to any modifications in this plan or to reflect changing conditions or circumstances.

#### **7.0 PLAN REVIEW**

John Williams, Jr. is responsible for maintaining this plan and updating it as needed. Periodic review by staff members who have responsibilities in carrying out this plan will be useful. In addition, more detailed operational plans may need to be developed. Modifications of crisis relocation plans for Wayne County could necessitate further changes in this plan. The Wayne County Civil Preparedness Coordinator or a state NCP planner will provide guidance for additional planning activities as needed.

TEST

Page 1 of 1

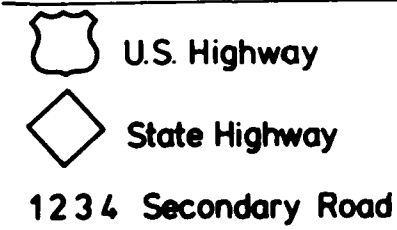
**ORGANIZATIONAL RELOCATION**  
**ASSIGNMENT INFORMATION**

| ORGANIZATION   | HOST JURISDICTION            |
|--|------------------------------|
| Name <u>Carolina Baking Company</u>  | County <u>Wayne</u>          |
| Address <u>2001 W. Green Street</u>  | Division <u>1</u>            |
| <u>Goldsboro, NC</u>   | R/C District <u>N/A</u>      |
| Phone <u>919/375-3201</u>  | Lodging Section <u>N/A</u>   |
| Official(s) <u>John Williams, Jr.</u>  | Lodging Section Office _____ |
| No. Employees _____  | Building _____               |
| In Risk Area <u>178</u> No. Dependents <u>427</u>                              | Address _____                |
| Total Evacuees <span style="border: 1px solid black; padding: 2px;">605</span> | Phone _____                  |
| H _____ C _____ X _____ O _____  |                              |

| RELOCATION HEADQUARTERS                       | COMMENTS  |
|---|---|
| Building <u>Charles B. Aycock High School</u> | <u>Essential baking and distribution operations</u> |
| Address <u>U.S. Hwy. 117</u>                  | <u>will continue on 12-hour shifts.</u>             |
| <u>Pikeville, NC</u>                          | _____   |
| Phone <u>919/242-5136</u> Building No. _____  | _____   |

| Congregate Lodging                            | Fallout Shelter                      | Congregate Feeding                   |
|---|--------------------------------------|--------------------------------------|
| Building <u>Charles B. Aycock High School</u> | Building <u>Charles B. Aycock HS</u> | Building <u>Charles B. Aycock HS</u> |
| Address <u>U.S. Hwy 117</u>                   | Address <u>Same</u>                  | Address <u>Same</u>                  |
| <u>Pikeville, NC</u>                          | _____                                | _____                                |
| Phone <u>919/242-5136</u>                     | Phone _____                          | Phone _____                          |
| Capacity <u>726</u>                           | Capacity <u>2038</u>                 | Capacity _____                       |
| No. Assigned <u>605</u>                       | No. Assigned <u>605</u>              | No. Assigned <u>605</u>              |
| Building _____                                | Building _____                       | Building _____                       |
| Address _____                                 | Address _____                        | Address _____                        |
| Phone _____                                   | Phone _____                          | Phone _____                          |
| Capacity _____                                | Capacity _____                       | Capacity _____                       |
| No. Assigned _____                            | No. Assigned _____                   | No. Assigned _____                   |
| Building _____                                | Building _____                       | Building _____                       |
| Address _____                                 | Address _____                        | Address _____                        |
| Phone _____                                   | Phone _____                          | Phone _____                          |
| Capacity _____                                | Capacity _____                       | Capacity _____                       |
| No. Assigned _____                            | No. Assigned _____                   | No. Assigned _____                   |

Wilson County



**AYCOCK HS**

**W 1  
O**

OUTSIDE VIEW

FOLD HERE

Fold this windshield marker in half and tape it inside the upper left-hand corner (driver's side) of your windshield.

1. Traffic for relocation to Pikeville will be channeled onto US 117 North.
2. You will be directed to the relocation headquarters.
3. Report directly to company headquarters at Charles B. Aycock High School.

INSIDE VIEW

## **EXAMPLE EMPLOYEE INFORMATION**

### **ADVANCE NOTIFICATION - POTENTIAL CRISIS RELOCATION**

Due to current international tensions affecting this country, Carolina Baking Company has just been informed that a Presidential order calling for the general evacuation of the Goldsboro risk area (see map, reverse side) could be issued in the very near future. Those who would be asked to evacuate are persons living within this risk area. Carolina Baking Company has long recognized the possibility of such an action and has made detailed contingency plans for the relocation of our employees and their families.

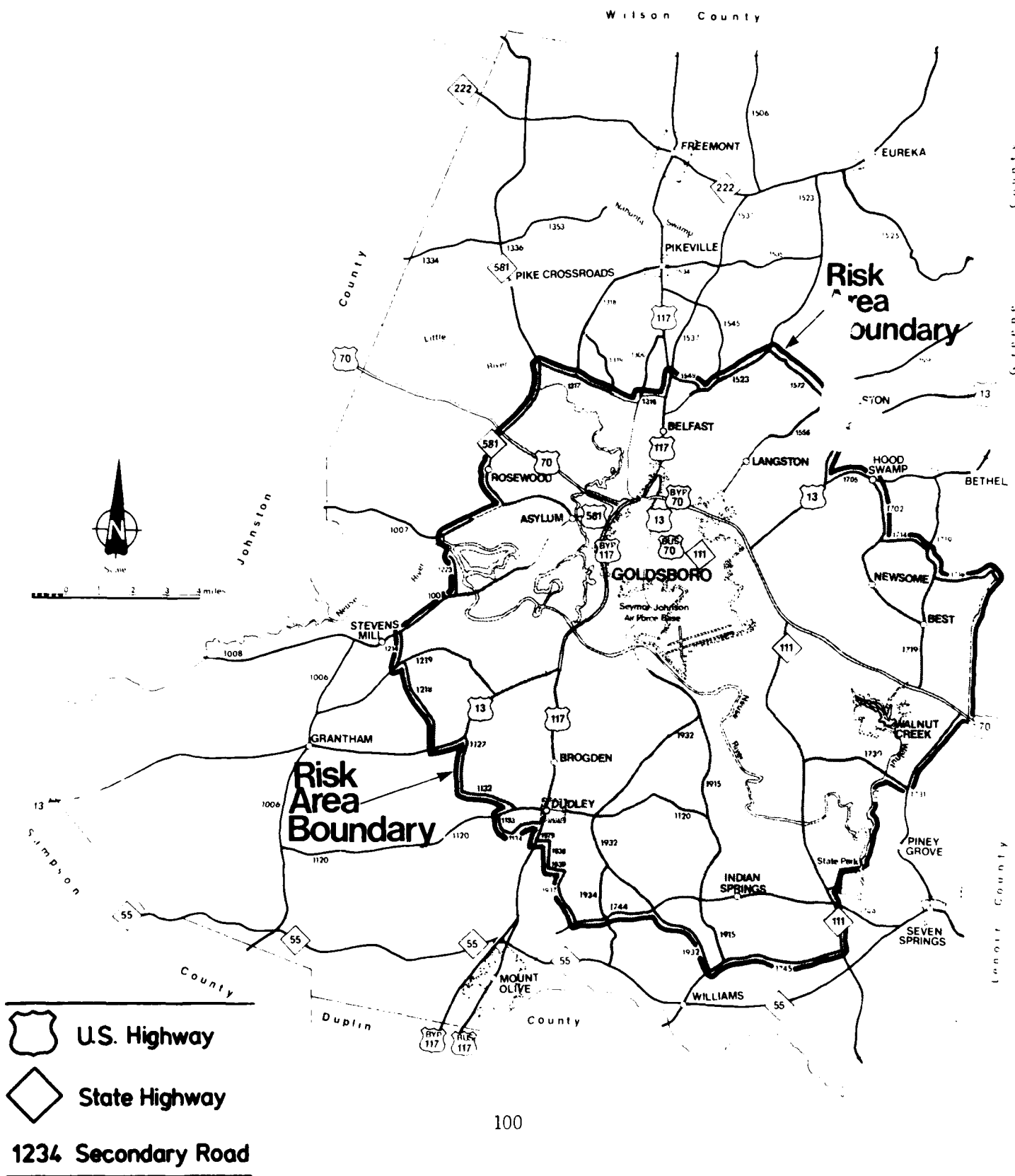
Please read this notice carefully but DO NOT TAKE ACTION AT THIS TIME. To do so would disrupt the regional evacuation operation and might expose you and your family to needless inconvenience or hazard. If the potential emergency materializes, you will be given further instructions, and those are the ONLY instructions you should act on. Instructions by the news media will be helpful to the general public but may conflict with specific details of our company's Organizational Relocation Plan (ORP) and should therefore be disregarded by our relocation participants.

As an employee of Carolina Baking Company special arrangements have been made for you and your family. If an evacuation is ordered, we will give you specific relocation instructions. Make sure that members of your family are on standby and that your car is fueled and in good running order.

**REMEMBER, THE INFORMATION IN THE NEWSPAPER AND BROADCAST ON THE AIR IS FOR THE GENERAL PUBLIC, NOT FOR YOU. IF YOU HAVE ANY QUESTIONS, SEE YOUR SUPERVISOR.**

Attachment 4

# GOLDSBORO SEYMOUR JOHNSON AFB RISK AREA



## EXAMPLE EMPLOYEE INFORMATION

### ANNOUNCEMENT OF CRISIS RELOCATION

Because of a potential international crisis, the President of the United States has recommended the evacuation of the portion of Wayne County that has been designated as a risk area. (See map, reverse side.) This announcement confirms previous information given to you and directs your immediate relocation to Pikeville, where company employees and their families will be given shelter, lodging, and care for the duration of the emergency. The information provided in this packet will ensure your admittance to the relocation headquarters.

An automobile identification placard is included in this packet (two placards are provided if you previously advised that your family will be taking two automobiles). Do not lose this ID. Fold the marker and place it securely in the windshield of your car with the identification symbols facing out. Follow the routes indicated to Charles B. Aycock High school in Pikeville. Police and other officials will recognize this ID and will not need to stop you to determine your destination.

Prepare immediately for departure by packing and loading in your car the things you will need to take with you. Luggage should be limited to one suitcase or less per person. If you do not own a car, a ride has been arranged for you and your family. If you do not know with whom you will go or how to meet them, see your supervisor immediately.

Carry the following items with you:

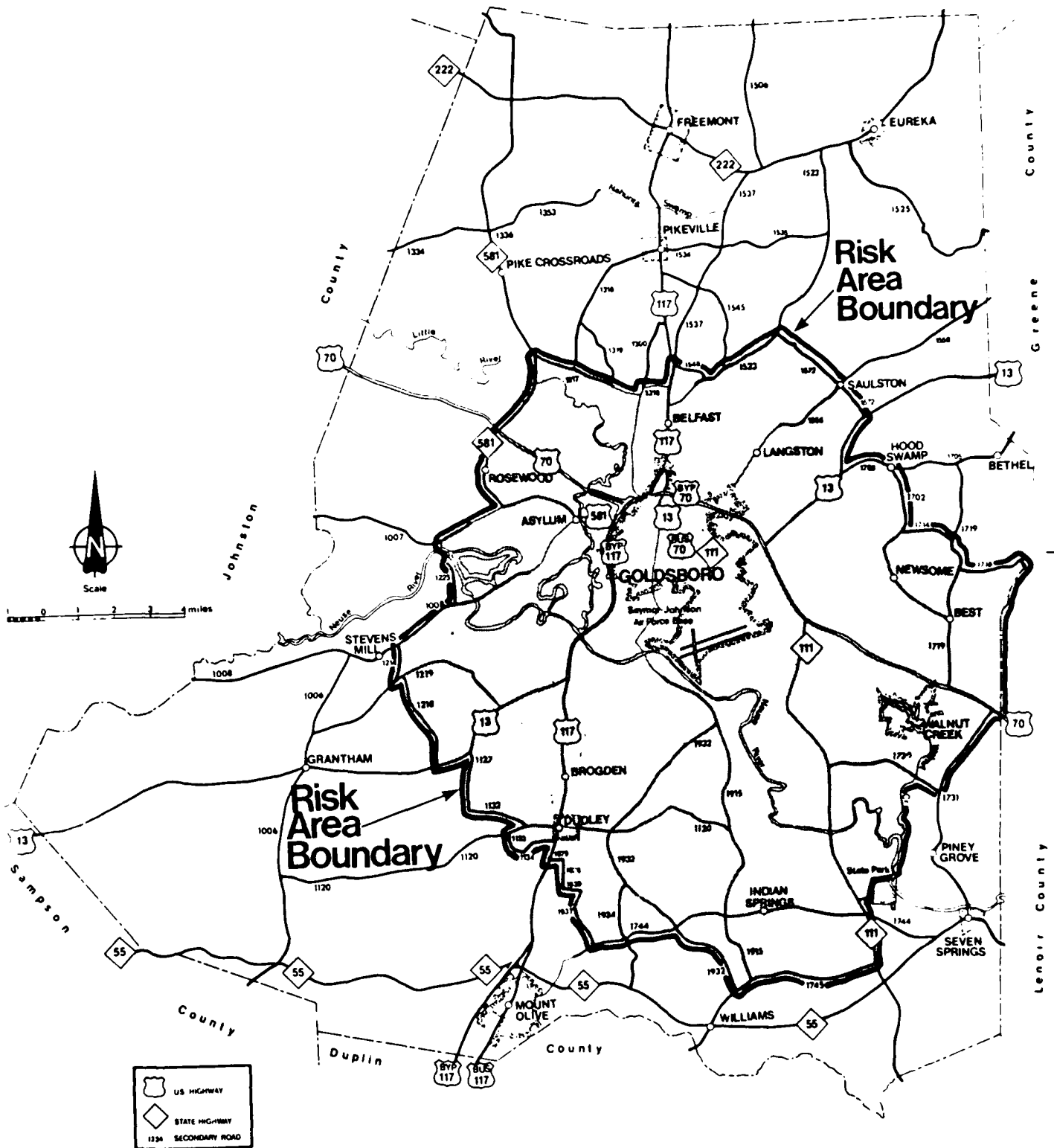
- three days supply of non-perishable foods and canned goods, including baby food and special diet needs, if any
- sleeping bags, blankets, sheets, and pillows
- clothing for two weeks
- necessary medicines and toilet articles
- flashlight
- battery-powered radio, if available
- books, games, cards, small toys for children

Attachment 5



# GOLDSBORO-SEYMOUR JOHNSON AFB RISK AREA

Wilson County



Secure your home before departing. Turn off electric and gas appliances, shut off water faucets, and set the thermostat. Draw drapes, blinds, or curtains and lock windows and doors. Shelter and provide food and water for pets.

Do not depart until \_\_\_\_\_; this will allow sufficient time for the departure of people not affiliated with any Organizational Relocation Plan.

Leave precisely at the scheduled time and travel at legal speeds. When you arrive at our relocation headquarters, you will be registered and directed to living quarters and given information concerning meals, laundry, and shelter facilities. Your compliance with these instructions and your cooperation with host area officials will greatly reduce the difficulties of this temporary relocation.

Attachment 5 (Cont'd).

**P I L O T   T E S T**

**ORGANIZATIONAL RELOCATION PLAN  
FOR**

**NEUSE BANKING AND TRUST COMPANY \*  
120 EAST OAK STREET  
GOLDSBORO, NORTH CAROLINA 27530**

Harold E. Jackson  
Senior Vice President  
919/375-1807

- \* Although this plan was prepared for a specific organization, the company name and references to employees are fictitious.

**ORGANIZATIONAL RELOCATION PLAN  
FOR  
NEUSE BANKING AND TRUST COMPANY**

**1.0 INTRODUCTION**

**1.1 Nuclear Civil Protection and Crisis Relocation**

Although a nuclear attack seems unlikely, it is important to recognize civil defense as a part of a total emergency planning effort which is dedicated to the protection and preservation of life and property. The Nuclear Civil Protection (NCP) program also plays an important role in maintaining our strategic balance.

As a key element of the Nuclear Civil Protection program, crisis relocation plans provide for the movement of people from areas of potentially high risk from the direct effects of nuclear weapons to host areas of lower risk and for the feeding, housing, medical care and other needs of the relocated population.

The goal of civil defense and crisis relocation is the survival of the greatest number of people in the event of a nuclear attack.

**1.2 Organizational Relocation**

Organizational relocation, as a part of crisis relocation, involves evacuating from a threatened risk area the employees of companies, agencies, and institutions. Employees, together with their dependents, would move in controlled groups, be sheltered in pre-arranged host areas, and retain, to the extent possible, the organization's identity and chain of command. Organizational relocation

would provide the host area with organized groups capable of reducing the host area burden of staffing and managing reception and care activities. Essential services and production would continue with key workers commuting into the risk area in groups. If a crisis became acute, these workers would be evacuated and sheltered quickly; their families would have already been relocated.

### 1.3 Relationship Between Organizations and Government in Crisis Relocation

Organizational relocation planning is a cooperative multi-jurisdictional process involving joint action by the participating organizations and by state and local government officials. The primary contacts for this planning are the Wayne County Civil Preparedness Coordinator and State NCP planners in the Division of Emergency Management. For this plan, the State NCP office has had the lead planning role and has coordinated efforts with Wayne and Pitt County officials. This coordination ensures that this relocation plan is consistent with the local and state relocation plans.

Specific lodging and fallout shelter assignments have been made for Neuse Banking and Trust Company. While in the host area this company will be under the direction and control of the host area officials and may be asked to provide assistance in managing congregate care facilities or in supporting other operations during the period of relocation.

#### 1.4 Crisis Relocation Planning Assumptions

The following assumptions are the basis for this relocation plan:

- (1) A nuclear attack on the United States would probably be preceded by a period of international tension and crisis. Sufficient time should be available for protective actions to be taken, including the temporary relocation of residents of designated high risk target areas to host areas of lower risk. It should be noted that the In-Place Shelter Plan for Wayne County is designed for response to a short notice attack by making use of blast, heat, and fallout protection available in existing buildings.
- (2) Direction for relocation will come from the President of the United States to the Governor of North Carolina who will then order the relocation.
- (3) When directed by the President, costs incurred with the execution of crisis relocation will be borne by the federal government.
- (4) Once a relocation has been ordered, the movement from the risk area will be complete in 72 hours. Sometime during this period an organization will be given a specific time to begin its relocation.
- (5) The duration of the relocation period may be two weeks or longer.
- (6) Existing distribution systems will be used for providing essential services and resources such as food, fuel, and transportation to the extent possible.

## 2.0 PLAN PURPOSE AND POLICY

It is the policy of Neuse Banking and Trust Company to cooperate with the government in crisis relocation planning and accordingly to arrange for the possible relocation of the employees and their dependents.

Emergency actions in this plan will be carried out as authorized by Harold E. Jackson, Senior Vice President. In the event of his absence from the office and when actions seem warranted, Donald Eaton has the authority to take action.

Mr. Eaton is responsible for maintaining this plan and for coordinating contacts and actions with the Wayne County Civil Preparedness Agency.

## 3.0 GENERAL PLAN

### 3.1 Risk Area Evacuation

If a crisis relocation were ordered, the employees of Neuse Banking and Trust Company and their dependents who reside in the Wayne County risk area will relocate to the Flanagan Building on the campus of East Carolina University in Greenville. (See Assignment Information, Attachment 1.) The relocatees will travel from their homes to Greenville on the routes shown on Attachment 2.

The risk area boundaries are also shown on Attachment 2. Employees living outside this risk area are not required to relocate. In the employee survey made in February 1982, 154 evacuees (52 employees and 102 dependents) who live within the risk area could relocate as organizational members.

Thirteen employees live outside the defined risk area. The two employees who live on Seymour Johnson AFB would relocate with other military dependents in accordance with the Wayne County crisis relocation plan. It is intended for families to relocate together. Fourteen employees indicated on the survey that family members might be covered by other organizational relocation plans. Supervisors will need to determine which employees and dependents will relocate with Neuse Banking and Trust Company as a crisis arises.

### **3.2 Transportation**

Employees and their families will relocate to Greenville in their own vehicles. In February 1982, a total of four employees and dependents did not have a means of transportation. Robert Hughes will make arrangements for these relocatees to use company vehicles or share rides with other employees.

During the period of increasing international tensions, emergency instructions and vehicle windshield markers will be reproduced and distributed to all employees who will be relocating with the organization (See Attachment 3). These markers indicate that this is an organizational relocation vehicle and the host area destination.

### **3.3 Relocation Headquarters**

While in Greenville, Neuse Banking and Trust Company employees and their families will be housed and sheltered in the Flanagan Building at East Carolina University. This facility will also provide protection against nuclear



fallout. To set up our relocation headquarters and prepare to receive relocatees, an advance party will relocate early. (See Section 3.6.)

### **3.4 Relocation Movement**

The Crisis Relocation Plan for Wayne County provides for the phased movement of the risk area population. According to the Wayne County CRP, it is estimated that the general population can be relocated from the risk area within ten hours after a relocation is ordered. In order to reduce traffic congestion on evacuation routes, Neuse Banking and Trust Company employees and their dependents will relocate after the general population has departed. Local officials and the news media will announce the departure time for our employees.

Relocatees will move from their homes along minor road nets that channel them onto the major traffic routes leading to the host area. Road blocks, barricades, and traffic control points will be established to channel the population along the designated travel routes to the relocation headquarters.

### **3.5 Communications**

During crisis relocation, primary communications will be by telephone. It is assumed that telephone service will remain intact prior to the relocation. Should telephone communications be disrupted, emergency communications facilities and equipment will be under the control of Wayne County emergency service officials. As a crisis is building, verify that the emergency telephone numbers are correct for

Wayne and Pitt County emergency operations centers and for our staff members who have emergency responsibilities.

### **3.6 Advance Party**

Charles B. Glen is responsible for setting up the relocation headquarters. One or two staff members may be selected to assist him. Upon notification of an impending evacuation of the risk area, the advance party should relocate immediately and report to the Division 7 reception center at South Greenville School on Howell Street in Greenville. The primary responsibilities of the advance party include:

- (1) Work with Pitt County officials in preparing the lodging, feeding, and shelter facilities for our relocatees and advise them of any needs.
- (2) Prepare for the reception, registration, and placement of the employees and families.
- (3) In cooperation with host area officials, establish a communications link between the relocation headquarters and our home office and with the Pitt County reception and care headquarters.
- (4) Register and assign quarters for our employees and their families.
- (5) Provide Pitt County officials registration records.
- (6) Assist in managing the shelter facility throughout the relocation period.

The advance party should carry these materials with them:

- (1) A copy of this plan.
- (2) A list of the employees who will be relocating.
- (3) Essential clothing and personal items, bedding or sleeping bags, and medication, if needed.
- (4) A summary of their duties.

If feasible, the families of advance party members will accompany them. If not, the families will relocate when the other employees do.

The advance party will make transportation arrangements for team members prior to a relocation order. They will use their own vehicles or company vehicles, if necessary.

#### **4.0 RESPONSIBILITIES**

##### **4.1 Crisis Planning and Procedures**

Donald Eaton is responsible for initiating the planning effort and for providing overall direction for emergency readiness and operations. It will be Mr. Eaton's duty to designate supervisors and establish procedures for both risk and host area emergency operations, including:

- (1) Maintain relocation plan and coordinate plan and procedures with the Wayne County Civil Preparedness Office.
- (2) Establish an alerting and communicating system.
- (3) Disseminate employee information and instructions.
- (4) Establish measures to protect and preserve essential records.
- (5) Closing and securing facilities.
- (6) Designate host area managers and supervisors for relocation headquarters.

#### 4.2 Risk Area Operations

All company operations in Wayne County, including those in the period before the relocation movement, will be supervised by Robert Hughes. These operations include:

- (1) Shutdown of facilities.
- (2) Preparing and disseminating employee instructions.
- (3) Making transportation arrangements for employees, if necessary.
- (4) Securing vital documents and records.

#### 4.3 Host Area Operations

Charles Glen, whose office will be in the relocation headquarters, will supervise operations in the host area and designate staff members to assist him. He will be responsible for assigning personnel to sleeping quarters, feeding schedules, and work details in accordance with host area officials' requests.

Providing services for the relocated population will place a severe burden on Pitt County. This company will make every effort to assign personnel to leadership and support positions in the host facilities serving our employees and families or in other host area operations, if requested. Possible areas where our employees can support host area operations include:

|                    |                                |
|--------------------|--------------------------------|
| shelter management | maintenance of living quarters |
| shelter upgrading  | security                       |
| food preparation   | cost accounting services       |
| first aid          | recreation planning            |

All employees assigned to positions in the host area will act within Pitt County's reception and care chain of command.

#### 5.0 RETURN AND RECOVERY

If the Goldsboro area is not damaged, this phase will begin as soon as the Wayne County Civil Preparedness Coordinator determines that there is no significant hazard. When the all-clear is given for return, the departure time for our employees will be announced to the shelter managers. The travel routes will be the same as those used for the initial evacuation. Since our employees are guests in the host area facilities, we must leave the facilities in as good or better condition as we found them. All employees and their families will be given clean-up tasks prior to departure from the host shelter facilities.

Charles Glen will notify employees of the plans for resuming the bank's business operations. All personnel are expected to adhere to the shift schedules upon return to their home area.

If it is determined that residual radiation levels in the Goldsboro-Seymour Johnson AFB area are hazardous, continued sheltering for personnel with residences in contaminated areas may be required. Wayne and Pitt County authorities will plan and develop relocation from Greenville to other shelters, if necessary. Movement of groups in public shelters will be led and organized by shelter managers.

## **6.0 EMPLOYEE INFORMATION AND INSTRUCTIONS**

Adequate information for our employees and their families is a critical part of this plan. Informative, timely explanations and instructions will promote acceptance and participation and relieve apprehensions. Included in this plan are two examples of emergency information for employees. The first message is to be distributed when international tensions are building and the nation faces a potential crisis (see Attachment 4). The second message contains a concise set of instructions that should be given to every employee when relocation has been ordered (see Attachment 5).

The employee information messages attached to this plan are examples. Some of the information may need to be changed to conform to any modifications in this plan or to reflect changing conditions or circumstances.

## **7.0 PLAN REVIEW**

Donald Eaton is responsible for maintaining and updating this plan as needed. Periodic review by bank staff members who have responsibilities in carrying out this plan will be useful. In addition, more detailed operational plans may need to be developed. Modifications of crisis relocation plans for Wayne and Pitt counties could necessitate further changes. The Wayne County Civil Preparedness Coordinator or a state NCP planner will provide guidance for planning activities as needed.

TEST  
ORGANIZATIONAL RELOCATION  
ASSIGNMENT INFORMATION

Page 1 of 1

| ORGANIZATION   |                           | HOST JURISDICTION            |                     |
|--|---------------------------|------------------------------|---------------------|
| Name <u>Neuse Banking and Trust Co.</u>  | County <u>Pitt</u>        | Division <u>7</u>            | District <u>N/A</u> |
| Address <u>120 East Oak Street</u>   |                           | Defining Location <u>N/A</u> |                     |
| <u>Goldsboro, NC 27530</u>   |                           | Defining Location <u>N/A</u> |                     |
| Phone <u>919/375-1807</u>  |                           | Building <u>N/A</u>          |                     |
| Official(s) <u>Harold E. Jackson</u>   |                           | Address _____                |                     |
| No. Employees in Risk Area <u>52</u>   | No. Dependents <u>102</u> | City _____                   |                     |
| Total Evacuees <span style="border: 1px solid black; padding: 2px;">154</span> |                           |                              |                     |
| H _____ C _____ O _____  |                           |                              |                     |

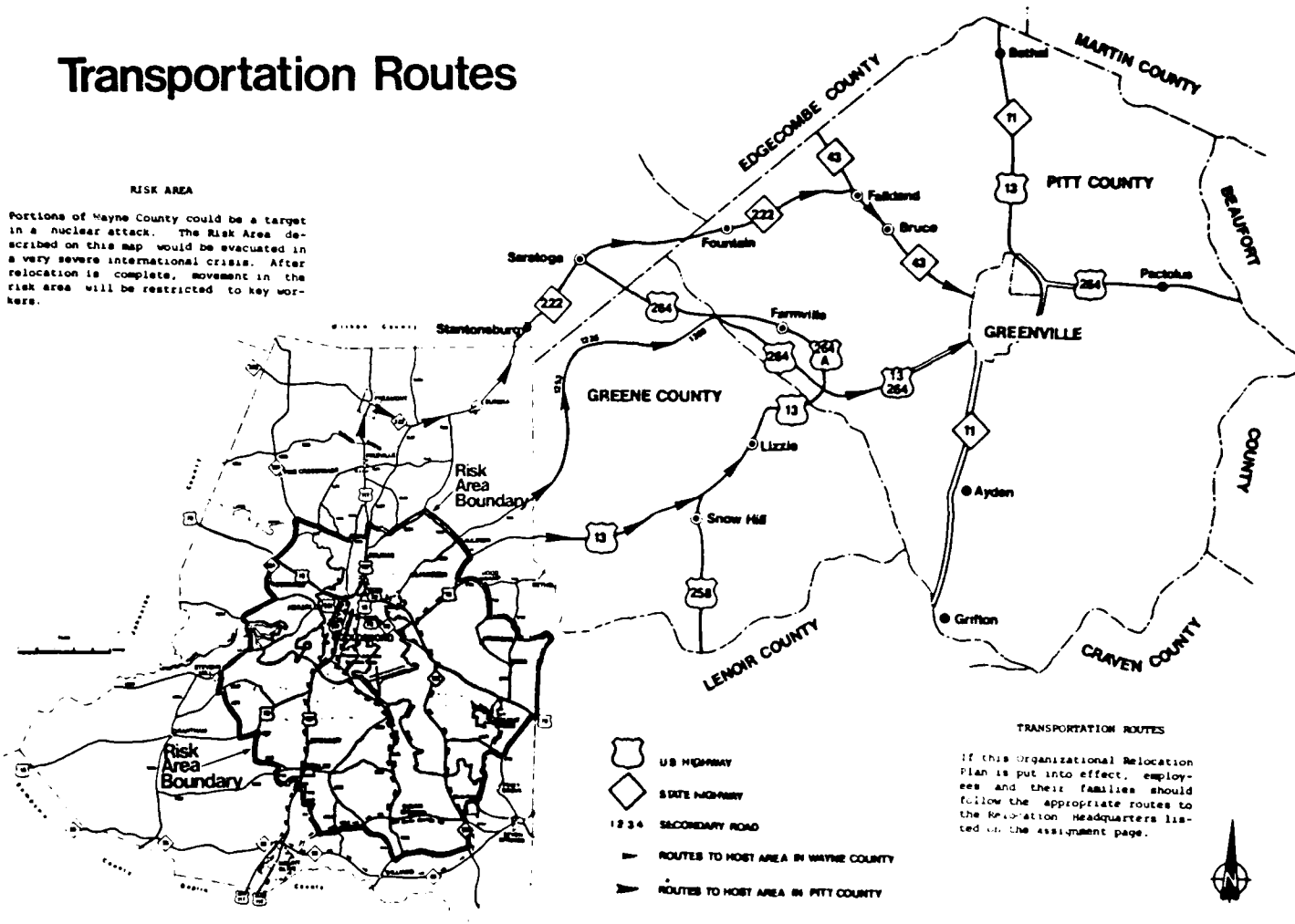
| RELOCATION HEADQUARTERS           | COMMENTS   |
|-----------------------------------|--|
| Building <u>Flanagan Building</u> | <u>Includes employees at all N B &amp; T sites in risk area.</u> |
| Address <u>E.C.U. Campus</u>      |  |
| <u>Greenville</u>                 |  |
| Phone _____ Building No. <u>9</u> |  |

| Congregate Lodging             | Fallout Shelter                | Congregate Feeding     |
|--------------------------------|--------------------------------|------------------------|
| Building <u>Flanagan Bldg.</u> | Building <u>Flanagan Bldg.</u> | Building <u>nearby</u> |
| Address <u>same</u>            | Address <u>same</u>            | Address _____          |
| Phone _____                    | Phone _____                    | Phone _____            |
| Capacity <u>2180</u>           | Capacity <u>4408</u>           | Capacity _____         |
| No. Assigned <u>154</u>        | No. Assigned <u>154</u>        | No. Assigned _____     |
| Building _____                 | Building _____                 | Building _____         |
| Address _____                  | Address _____                  | Address _____          |
| Phone _____                    | Phone _____                    | Phone _____            |
| Capacity _____                 | Capacity _____                 | Capacity _____         |
| No. Assigned _____             | No. Assigned _____             | No. Assigned _____     |
| Building _____                 | Building _____                 | Building _____         |
| Address _____                  | Address _____                  | Address _____          |
| Phone _____                    | Phone _____                    | Phone _____            |
| Capacity _____                 | Capacity _____                 | Capacity _____         |
| No. Assigned _____             | No. Assigned _____             | No. Assigned _____     |

# Transportation Routes

## RISK AREA

Portions of Wayne County could be a target in a nuclear attack. The Risk Area described on this map would be evacuated in a very severe international crisis. After relocation is complete, movement in the risk area will be restricted to key workers.





ECU 9  
P 7  
O

OUTSIDE VIEW

FOLD HERE

Fold this windshield marker in half and tape it inside the upper left-hand corner (driver's side) of your windshield.

1. Traffic will be channeled on the major routes to Greenville: US 13, US 264 or NC 43.
2. Upon arrival in Greenville you will be directed to the relocation headquarters.
3. Report directly to company headquarters at the Flanagan Building on the ECU Campus.

INSIDE VIEW

## EXAMPLE EMPLOYEE INFORMATION

### ADVANCE NOTIFICATION - POTENTIAL CRISIS RELOCATION

Due to current international tensions affecting this country, Neuse Banking and Trust Company has just been informed that a Presidential order calling for the general evacuation of the Goldsboro risk area (see map, reverse side) could be issued in the very near future. Those who would be asked to evacuate are persons living within this risk area. Neuse Banking and Trust Company has long recognized the possibility of such an action and has made detailed contingency plans for the relocation of our employees and their families.

Please read this notice carefully but DO NOT TAKE ACTION AT THIS TIME. To do so would disrupt the regional evacuation operation and might expose you and your family to needless inconvenience or hazard. If the potential emergency materializes, you will be given further instructions, and those are the only instructions you should act on. Instructions by the news media will be helpful to the general public but may conflict with specific details of our company's Organizational Relocation Plan (ORP) and should therefore be disregarded by our relocation participants.

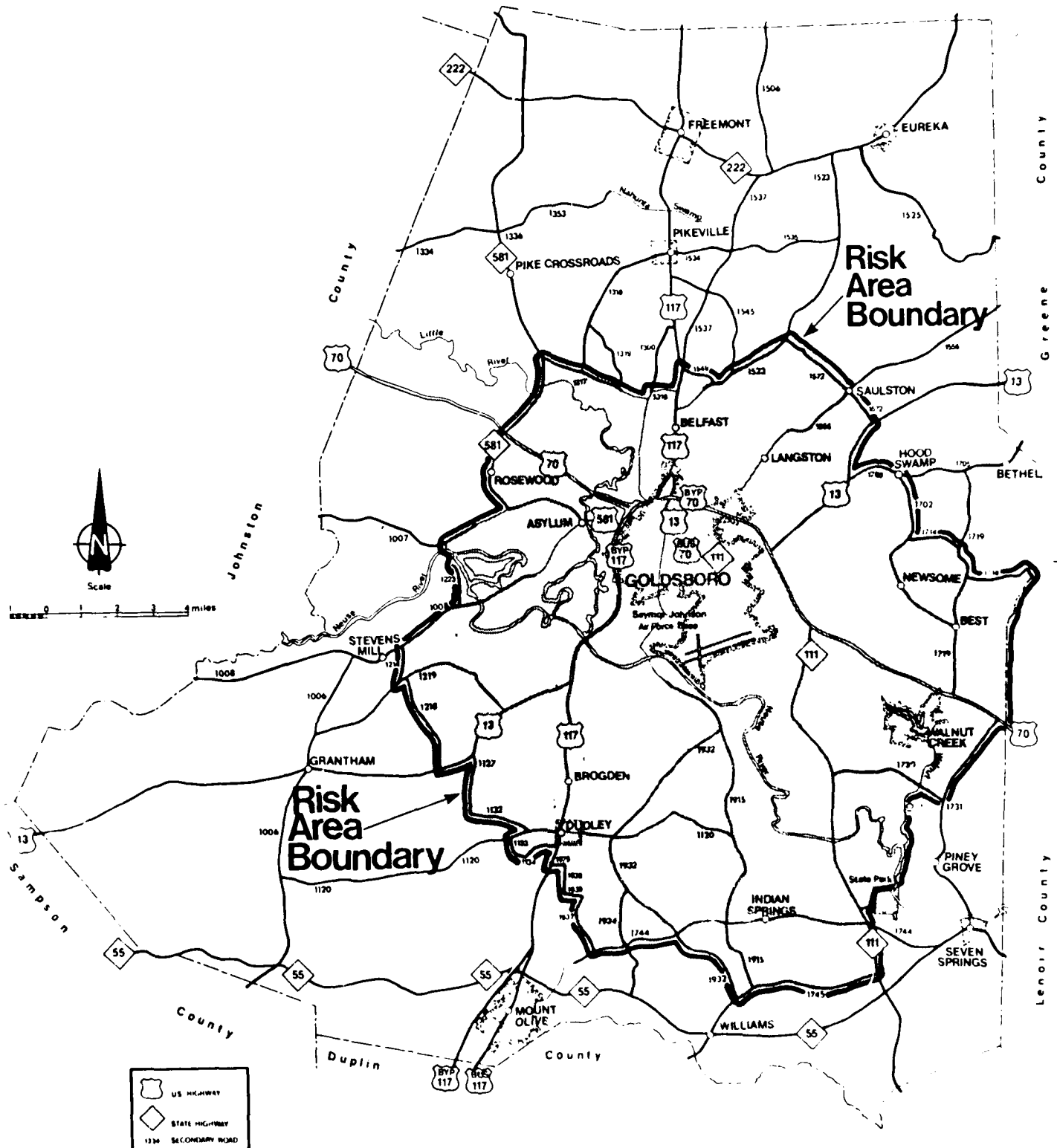
As an employee of Neuse Banking and Trust Company, special arrangements have been made for you and your family. If an evacuation is ordered, we will give you specific relocation instructions. Make sure that members of your family are on standby and that your car is fueled and in good running order.

**REMEMBER, THE INFORMATION IN THE NEWSPAPER AND BROADCAST ON THE AIR IS FOR THE GENERAL PUBLIC, NOT FOR YOU. IF YOU HAVE ANY QUESTIONS, SEE YOUR SUPERVISOR.**

Attachment 4

# GOLDSBORO-SEYMOUR JOHNSON AFB RISK AREA

Wilson County



## EXAMPLE EMPLOYEE INFORMATION

### ANNOUNCEMENT OF CRISIS RELOCATION

Because of a potential international crisis, the President of the United States has recommended the evacuation of the portion of Wayne County that has been designated as a risk area. (See map, reverse side.) This announcement confirms previous information given to you and directs your immediate relocation to the Greenville host area, where company employees and their families will be given shelter, lodging, and care for the duration of the emergency. The information provided in this packet will ensure your admittance to the relocation headquarters.

An automobile identification placard is included in this packet (two placards are provided if you previously advised that your family will be taking two automobiles). Do not lose this ID. Fold the marker and place it securely in the windshield of your car with the identification symbols facing out. Follow the routes indicated to the Flanagan Building on the campus of East Carolina University in Greenville. Police and other officials will recognize this ID and will not need to stop you to determine your destination.

Prepare immediately for departure by packing and loading in your car the things you will need to take with you. Luggage should be limited to one suitcase or less per person. If you do not own a car, a ride has been arranged for you and your family. If you do not know with whom you will go or how to meet them, see Robert Hughes immediately.

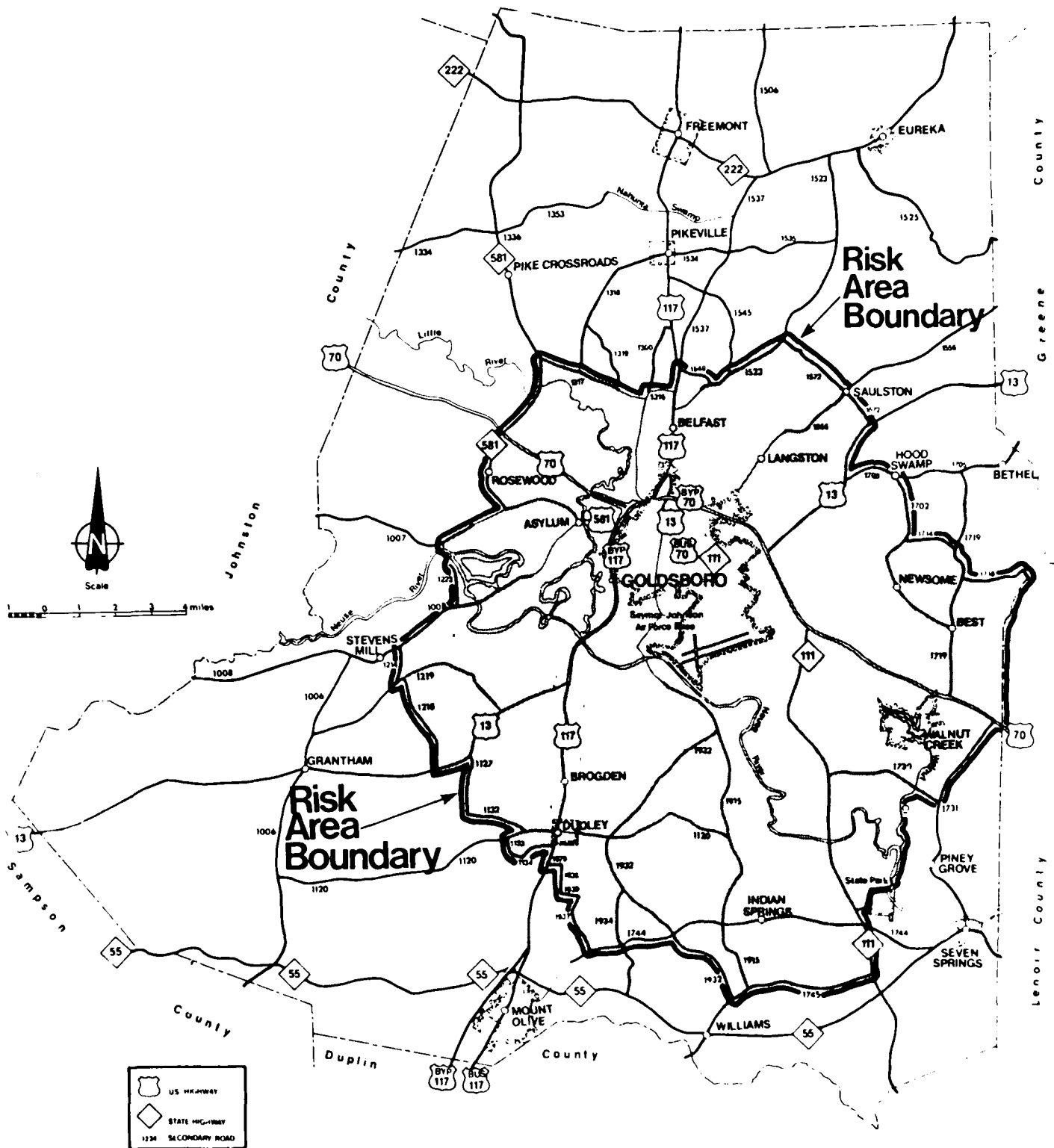
Carry the following items with you:

- three days supply of non-perishable foods and canned goods, including baby food and special diet needs, if any
- sleeping bags, blankets, sheets, and pillows
- clothing for two weeks
- necessary medicines and toilet articles
- flashlight
- battery-powered radio, if available
- books, games, cards, small toys for children

Attachment 5

# GOLDSBORO-SEYMOUR JOHNSON AFB RISK AREA

Wilson County



Secure your home before departing. Turn off electric and gas appliances, shut off water faucets, and set the thermostat. Draw drapes, blinds, or curtains and lock windows and doors. Shelter and provide food and water for pets.

Do not depart until \_\_\_\_\_; this will allow sufficient time for the departure of people not affiliated with any Organizational Relocation Plan.

Leave precisely at the scheduled time and travel at legal speeds. When you arrive at our relocation headquarters in Greenville, you will be registered and directed to living quarters and given information concerning meals, laundry, and shelter facilities. Your compliance with these instructions and your cooperation with host area officials will greatly reduce the difficulties of this temporary relocation.

**P I L O T   T E S T**

**ORGANIZATIONAL RELOCATION PLAN  
FOR**

**Industrial Textiles, Inc.  
620 South Park Drive  
GOLDSBORO, NORTH CAROLINA 27530**

**Arthur Hellman, President  
919/374-1543**

- \* Although this plan was prepared for a specific organization, the company name and references to employees are fictitious.**

## **ORGANIZATIONAL RELOCATION PLAN**

### **FOR**

### **INDUSTRIAL TEXTILES, INC.**

#### **1.0 INTRODUCTION**

##### **1.1 Nuclear Civil Protection and Crisis Relocation**

Although a nuclear attack seems unlikely, it is important to recognize civil defense as a part of a total emergency planning effort which is dedicated to the protection and preservation of life and property. The Nuclear Civil Protection (NCP) program also plays an important role in maintaining our strategic balance.

As a key element of the Nuclear Civil Protection program, crisis relocation plans provide for the movement of people from areas of potentially high risk from the direct effects of nuclear weapons to host areas of lower risk and for the feeding, housing, medical care and other needs of the relocated population.

The goal of civil defense and crisis relocation is the survival of the greatest number of people in the event of a nuclear attack.

##### **1.2 Organizational Relocation**

Organizational relocation, as a part of crisis relocation, involves evacuating from a threatened risk area the employees of companies, agencies and institutions. Employees, together with their dependents, would move in controlled groups, be sheltered in pre-arranged host areas, and retain, to the extent possible, the organization's



identity and chain of command. Organizational relocation would provide the host area with organized groups capable of reducing the host area burden of staffing and managing reception and care activities. Essential services and production would continue with key workers commuting into the risk area in groups. If a crisis became acute, these workers would be evacuated and sheltered quickly; their families would have already been relocated.

### 1.3 Relationship Between Organizations and Government in Crisis Relocation

Organizational relocation planning is a cooperative multi-jurisdictional process involving joint action by the participating organizations and by state and local government officials. The primary contacts for this planning are the Wayne County Civil Preparedness Coordinator and State NCP planners in the Division of Emergency Management. For this plan, the State NCP office has had the lead planning role and has coordinated efforts with Wayne and Pitt County officials. This coordination ensures that this relocation plan is consistent with the local and state relocation plans.

Specific lodging and fallout shelter assignments have been made for employees and dependents of Industrial Textiles, Inc. While in the host area we will be under the direction and control of the host area officials, and may be asked to provide assistance in managing congregate care facilities or in supporting other operations during the period of relocation.

#### **1.4 Crisis Relocation Planning Assumptions**

The following assumptions are the basis for this relocation plan:

1. A nuclear attack on the United States would probably be preceded by a period of international tension and crisis. Sufficient time should be available for protective actions to be taken, including the temporary relocation of residents of designated high risk target areas to host areas of lower risk. It should be noted that the In-Place Shelter Plan for Wayne County is designed for response to a short notice attack by making use of blast, heat, and fallout protection available in existing buildings.
2. Direction for relocation will come from the President of the United States to the Governor of North Carolina who will then order the relocation.
3. When directed by the President, costs incurred with the execution of crisis relocation will be borne by the federal government.
4. Once a relocation has been ordered, the movement from the risk area will be complete in 72 hours. Sometime during this period an organization will be given a specific time to begin its relocation.
5. The duration of the relocation period may be two weeks or longer.
6. Existing distribution systems will be used, to the extent possible, for providing essential services and resources such as food, fuel, and transportation.

## 2.0 PLAN PURPOSE AND POLICY

It is the policy of Industrial Textiles to cooperate with the government in crisis relocation planning and accordingly to arrange for the possible relocation of the employees and their dependents.

Emergency actions in this plan will be carried out as authorized by Arthur Hellman. In the event of his absence from the office and when actions seem warranted, Richard Driscoll, Vice President for Sales and Service, has the authority to take action.

Sara Marcus, Personnel Specialist, is responsible for maintaining this plan and for coordinating contacts and actions with the Wayne County Civil Preparedness Agency.

## 3.0 GENERAL PLAN

### 3.1 Employee Data for Relocation Arrangements

In February 1982, we conducted a survey to determine the number of employees and dependents residing in the risk area, the number of relocatees with competing attachments to other organizations and the relocatees in need of transportation. One hundred twenty-five out of a total of 190 employees responded to the questionnaire. Based on these responses, the following projections were made:

|  | <u>Responding</u> | <u>Projections</u> |
|--|-------------------|--------------------|
| Total number employees.....                                      | 121               | 190                |
| Employees living outside risk area..                             | 18                | 27                 |
| Employees living in risk area.....                               | 107               | 163                |
| Employee dependents in risk area....                             | 295               | 456                |
| Total number relocatees.....                                     | 402               | 619                |
| Number employees with potential<br>organizational conflicts..... | 39                | 51                 |

### **3.2 Risk Area Evacuation**

If a crisis relocation were ordered, the employees of Industrial Textiles and their dependents who reside in the Wayne County risk area will relocate to Joyner Library at East Carolina University in Greenville. (See Assignment Information, Attachment 1.) The relocatees will travel from their homes to Greenville on the routes shown on Attachment 2.

The risk area boundaries are also shown on Attachment 2. Employees living outside this risk area are not required to relocate. In the employee survey made in February 1982, a projected 619 employees and dependents who live within the risk area could relocate as organizational members. Twenty-seven employees live outside the defined risk area. It is intended for families to relocate together. An estimated 59 employees have family members who might be covered by other organizational relocation plans. Supervisors will need to determine which employees and dependents will relocate with Textiles Incorporated as a crisis arises.

### **3.3 Transportation**

Employees and their families will relocate to Greenville in their own vehicles. In February 1982, a total of 16 employees and dependents did not have a means of transportation. Richard Driscoll will make arrangements for these employees to relocate in company vehicles.

During the period of increasing international tensions, emergency instructions and vehicle windshield markers will be

reproduced and distributed to all employees who will be relocating with our organization (See Attachment 3). These markers indicate that this is an organizational relocation vehicle and the host area destination.

#### **3.4 Relocation Headquarters**

While in Greenville, Industrial Textiles employees and their families will be housed and sheltered in Joyner Library at East Carolina University. This facility will also provide protection against nuclear fallout. To set up our relocation headquarters and prepare to receive relocatees, an advance party will relocate early. (See Section 3.7).

#### **3.5 Relocation Movement**

The Crisis Relocation Plan for Wayne County provides for the phased movement of the risk area population. According to the Wayne County CRP, it is estimated that the general population can be relocated from the risk area within 10 hours after a relocation is ordered. In order to reduce traffic congestion on evacuation routes, Industrial Textiles employees and their dependents will relocate after the general population has departed. Local officials and the news media will announce the departure time for our employees.

Relocatees will move from their homes along minor road nets that channel them onto the major traffic routes leading to the host area. Road blocks, barricades, and traffic control points will be established to channel the population along the designated travel routes to the relocation headquarters.

### **3.6 Communications**

During crisis relocation, primary communications will be by telephone. It is assumed that telephone service will remain intact prior to the relocation. Should telephone communications be disrupted, emergency communications facilities and equipment will be under the control of Wayne County emergency service officials. As a crisis is building, verify that the emergency telephone numbers are correct for Wayne and Pitt County emergency operations centers and for staff members who have emergency responsibilities.

### **3.7 Advance Party**

Phillip Watts, Assistant Plant Manager, and Ray Wilson, Maintenance Supervisor, are responsible for setting up the relocation headquarters. One or two other staff members may be selected to assist in the advance operations. Upon notification of an impending evacuation of the risk area, the advance party should relocate immediately and report to the Division 6 Reception Center at Agnes Fullilove School, on Chestnut Street in Greenville.

The primary responsibilities of the advance party include:

- (1) Work with Pitt County officials in preparing the lodging, feeding, and shelter facilities for our relocatees and advise them of any needs.
- (2) Prepare for the reception, registration, and placement of the employees and families.

- (3) In cooperation with host area officials, establish a communications link between the relocation headquarters and our home office and with the Pitt County reception and care headquarters.
- (4) Register and assign quarters for our employees and their families.
- (5) Provide Pitt County Officials registration records.
- (6) Assist in managing the shelter facility throughout the relocation period.

The advance party should carry these materials with them:

- (1) A copy of this plan.
- (2) A list of the employees who will be relocating.
- (3) Essential clothing and personal items, bedding or sleeping bags, and medication.
- (4) A summary of their duties.

If feasible, the families of advance party members will accompany them. If not, the families will relocate when the other employees do. The advance party will make transportation arrangements for team members prior to a relocation order. They will use their own vehicles or company vehicles, if necessary.

#### **4.0 RESPONSIBILITIES**

##### **4.1 Crisis Planning and Procedures**

Sara Marcus is responsible for initiating the planning effort and for providing overall direction for emergency readiness and operations. It will be Ms. Marcus's duty to designate supervisors and establish procedures for both risk

and host area emergency operations, including:

- (1) Maintain relocation plan and coordinate plan and procedures with the Wayne County Civil Preparedness Agency.
- (2) Establish an employee alerting and communicating system.
- (3) Disseminate employee information and instructions.
- (4) Establish measures to protect and preserve essential records.
- (5) Closing and securing facilities.
- (6) Designate host area managers and supervisors for relocation headquarters.

#### **4.2 Risk Area Operations**

All company operations in Wayne County, including those during the period before the relocation movement, will be supervised by Walter Poole, Plant Manager. These operations include:

- (1) Shutdown of facilities.
- (2) Prepare and disseminate employee instructions.
- (3) Make transportation arrangements for employees, if necessary.
- (4) Secure vital documents and records.

#### **4.3 Host Area Operations**

Phillip Watts, whose office will be in the relocation headquarters, will supervise operations in the host area and designate staff members to assist him. He will be responsible for assigning personnel to sleeping quarters, feeding schedules, and work details in accordance with host



area officials' requests.

Providing services for the relocated population will place a severe burden on Pitt County. This company will make every effort to assign personnel to leadership and support positions in the host facilities serving our employees and families or in other host area operations, if requested. Possible areas where Industrial Textiles can support host area operations include:

|                    |                                |
|--------------------|--------------------------------|
| shelter management | maintenance of living quarters |
| food preparation   | providing linens and clothing  |
| first-aid          | shelter upgrading              |
| skilled drivers    | transportation                 |

All employees assigned to positions in the host area will act within Pitt County's reception and care chain of command.

#### **5.0 RETURN AND RECOVERY**

If the Goldsboro area is not damaged, this phase will begin as soon as the Wayne County Civil Preparedness Coordinator determines that there is no significant hazard. When the all-clear is given for return, the departure time for our employees will be announced to the shelter managers. The travel routes will be the same as those used for the initial evacuation. Since our employees are guests in the host area facilities, we must leave the facilities in as good or better condition as we found them. All employees and their families will be given clean-up tasks prior to departure from the host shelter facilities.

Phillip Watts will notify employees of plans for

resuming work at the plant. All personnel are expected to adhere to the shift schedules upon return to our home area.

If it is determined that residual radiation levels in the Goldsboro-Seymour Johnson AFB area are hazardous, continued sheltering of personnel with residences in contaminated areas may be required. Wayne and Pitt County authorities will plan and develop relocation from Greenville to other shelters, if necessary. Movement of groups in public shelters will be led and organized by shelter managers.

#### **6.0 EMPLOYEE INFORMATION AND INSTRUCTIONS**

Adequate information for our employees and their families is a critical part of this plan. Informative, timely explanations and instructions will promote acceptance and participation and relieve apprehensions. Included in this plan are two examples of emergency information for employees. The first message is to be distributed when international tensions are building and the nation faces a potential crisis (see Attachment 4). The second message contains a concise set of instructions that should be given to every employee when relocation has been ordered (see Attachment 5).

The employee information messages attached to this plan are examples. Some of the information may need to be changed to conform to any modifications in this plan or to reflect changing conditions or circumstances.

## **7.0 PLAN REVIEW**

Sara Marcus is responsible for maintaining and updating this plan as needed. Periodic review by staff members who have responsibilities in carrying out this plan will be useful. In addition, more detailed operational plans may need to be developed. Modifications of crisis relocation plans for Wayne and Pitt counties could necessitate further changes. The Wayne County Civil Preparedness Coordinator or a state NCP planner will provide guidance for additional planning activities as needed.

TEST  
ORGANIZATIONAL RELOCATION  
ASSIGNMENT INFORMATION

Page 1 of 1

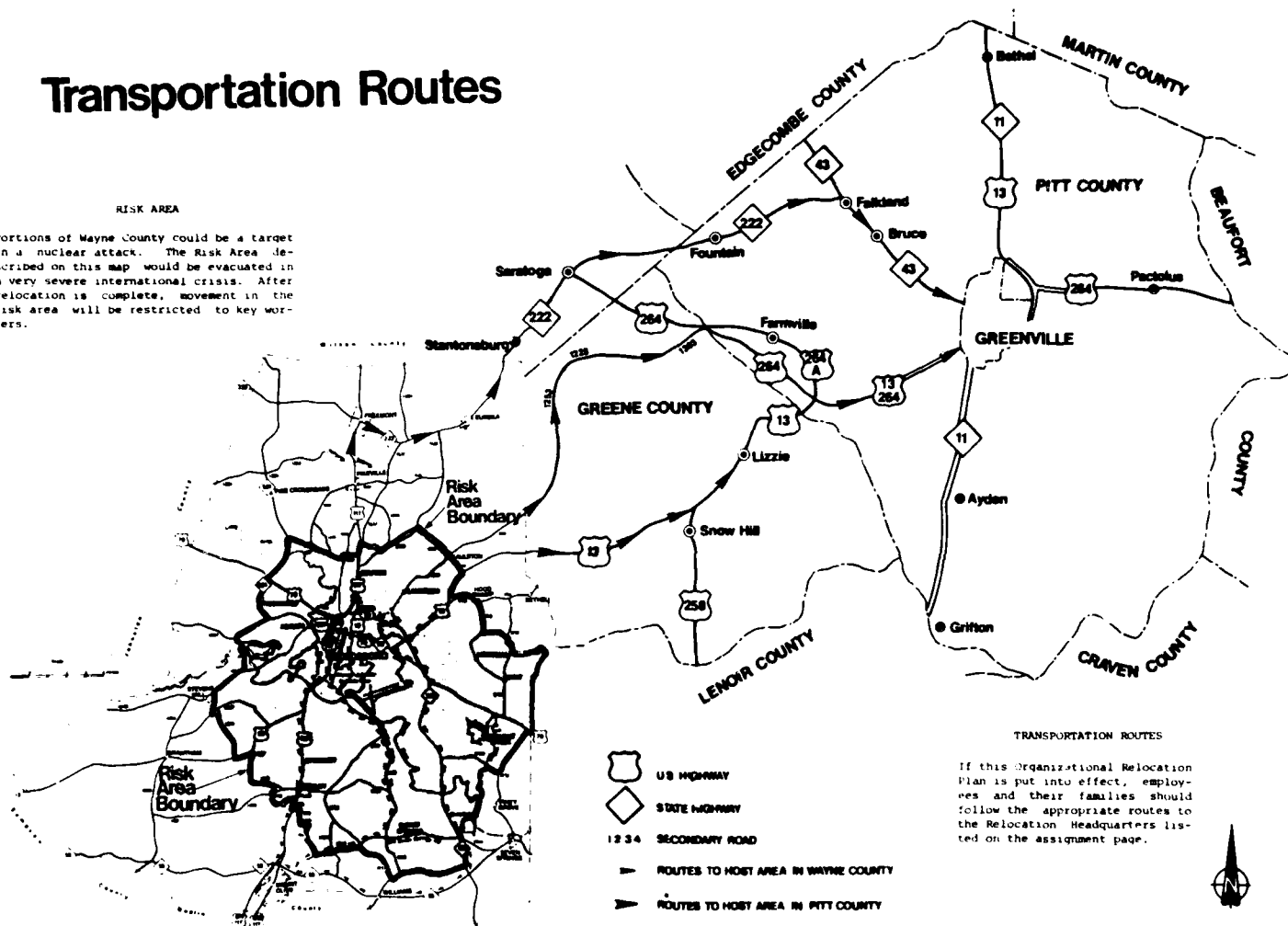
| ORGANIZATION  | HOST JURISDICTION          |
|---|----------------------------|
| Name <u>Industrial Textiles, Inc.</u>   | County <u>Pitt</u>         |
| Address <u>620 South Park Drive</u>   | Division <u>6</u>          |
| <u>Goldsboro, NC 27530</u>  | R/C District <u>N/A</u>    |
| Phone <u>9.9/374-1543</u>   | Lodging Section <u>N/A</u> |
| Official(s) <u>Arthur Hellman, Sara Marcus</u>  | Lodging Section Office     |
| No. Employees   | Building <u>N/A</u>        |
| in Risk Area <u>163</u> No. Dependents <u>456</u>   | Address                    |
| Total Evacuees <span style="border: 1px solid black; padding: 2px;">619</span>              | Phone                      |
| H <input checked="" type="checkbox"/> C <input type="checkbox"/> O <input type="checkbox"/> |                            |
| RELOCATION HEADQUARTERS   | COMMENTS                   |
| Building <u>Joyner Library</u>  |                            |
| Address <u>E.C.U. Campus</u>  |                            |
| <u>Greenville, NC</u>   |                            |
| Phone _____ Building No. <u>20</u>  |                            |

| Congregate Lodging             | Fallout Shelter                | Congregate Feeding      |
|--------------------------------|--------------------------------|-------------------------|
| Building <u>Joyner Library</u> | Building <u>Joyner Library</u> | Building <u>Nearby</u>  |
| Address <u>same</u>            | Address <u>same</u>            | Address _____           |
| Phone _____                    | Phone <u>1632</u>              | Phone _____             |
| Capacity <u>1632</u>           | Capacity <u>619</u>            | Capacity _____          |
| No. Assigned <u>619</u>        | No. Assigned _____             | No. Assigned <u>619</u> |
| Building _____                 | Building _____                 | Building _____          |
| Address _____                  | Address _____                  | Address _____           |
| Phone _____                    | Phone _____                    | Phone _____             |
| Capacity _____                 | Capacity _____                 | Capacity _____          |
| No. Assigned _____             | No. Assigned _____             | No. Assigned _____      |
| Building _____                 | Building _____                 | Building _____          |
| Address _____                  | Address _____                  | Address _____           |
| Phone _____                    | Phone _____                    | Phone _____             |
| Capacity _____                 | Capacity _____                 | Capacity _____          |
| No. Assigned _____             | No. Assigned _____             | No. Assigned _____      |

# Transportation Routes

## RISK AREA

Portions of Wayne County could be a target in a nuclear attack. The Risk Area described on this map would be evacuated in a very severe international crisis. After relocation is complete, movement in the risk area will be restricted to key workers.



ECU 20

P 6  
O

OUTSIDE VIEW

FOLD HERE

Fold this windshield marker in half and tape it inside the upper left-hand corner (driver's side) of your windshield.

1. Traffic will be channeled on the major routes to Greenville: US 13, US 264 or NC 43.
2. Upon arrival in Greenville you will be directed to the relocation headquarters.
3. Report directly to company headquarters at Joyner Library on the ECU Campus.

INSIDE VIEW

## **EXAMPLE EMPLOYEE INFORMATION**

### **ADVANCE NOTIFICATION - POTENTIAL CRISIS RELOCATION**

Due to current international tensions affecting this country, Industrial Textiles has just been informed that a Presidential order calling for the general evacuation of the Goldsboro risk area (see map, reverse side) could be issued in the very near future. Those who would be asked to evacuate are persons living within this risk area. Industrial Textiles has long recognized the possibility of such an action and has made detailed contingency plans for the relocation of our employees and their families.

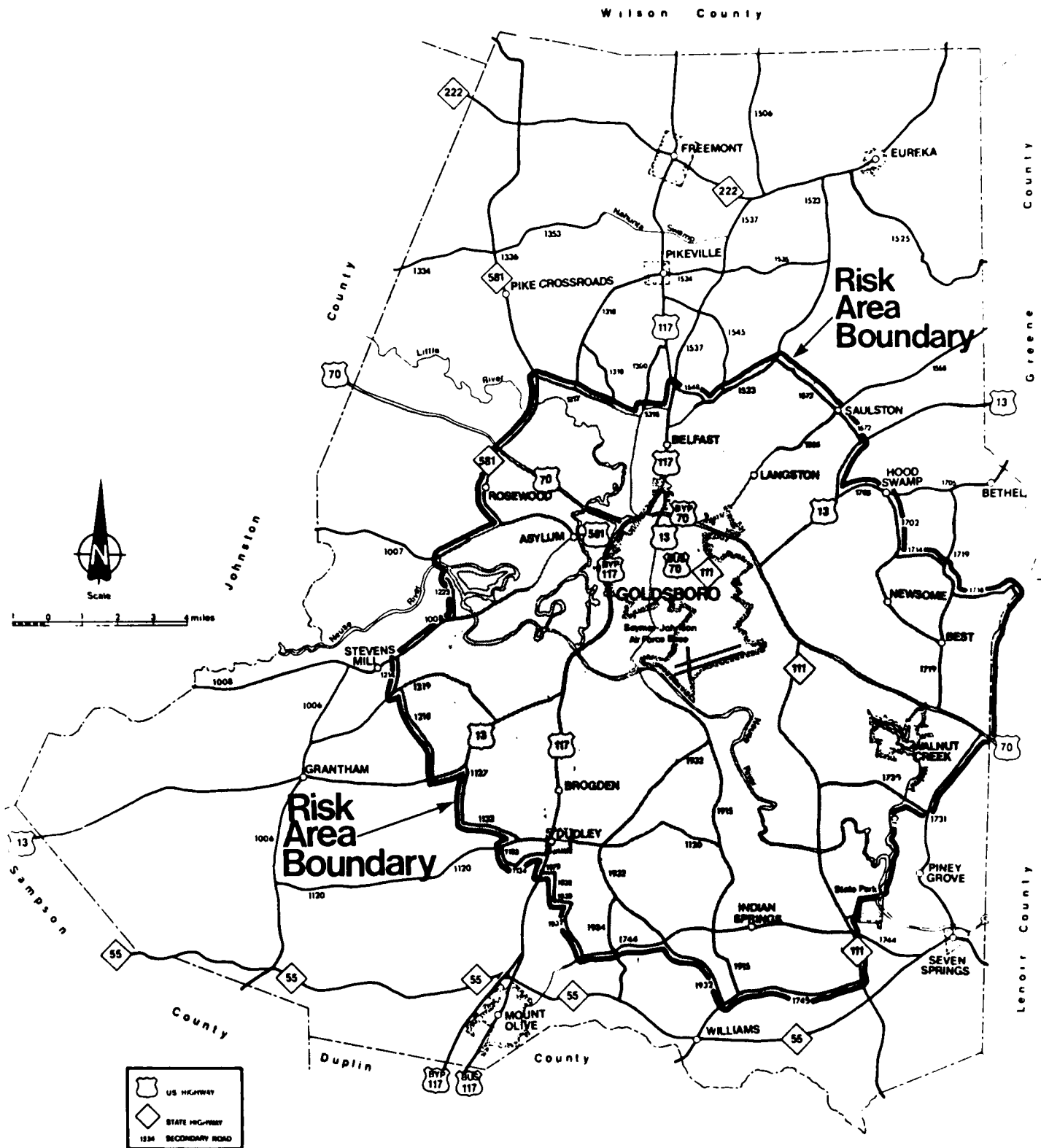
Please read this notice carefully but DO NOT TAKE ACTION AT THIS TIME. To do so would disrupt the regional evacuation operation and might expose you and your family to needless inconvenience or hazard. If the potential emergency materializes, you will be given further instructions, and those are the ONLY instructions you should act on. Instructions by the news media will be helpful to the general public but may conflict with specific details of our company's Organizational Relocation Plan (ORP) and should therefore be disregarded by our relocation participants.

As an employee of Industrial Textiles, special arrangements have been made for you and your family. If an evacuation is ordered, we will give you specific relocation instructions. Make sure that members of your family are on standby and that your car is fueled and in good running order.

**REMEMBER, THE INFORMATION IN THE NEWSPAPER AND BROADCAST ON THE AIR IS FOR THE GENERAL PUBLIC, NOT FOR YOU. IF YOU HAVE ANY QUESTIONS, SEE YOUR SUPERVISOR.**

Attachment 4

# GOLDSBORO-SEYMOUR JOHNSON AFB RISK AREA





## EXAMPLE EMPLOYEE INFORMATION

### ANNOUNCEMENT OF CRISIS RELOCATION

Because of a potential international crisis, the President of the United States has recommended the evacuation of the portion of Wayne County that has been designated as a risk area. (See map, reverse side.) This announcement confirms previous information given to you and directs your immediate relocation to the Greenville host area, where company employees and their families will be given shelter, lodging, and care for the duration of the emergency. The information provided in this packet will ensure your admittance to the relocation headquarters.

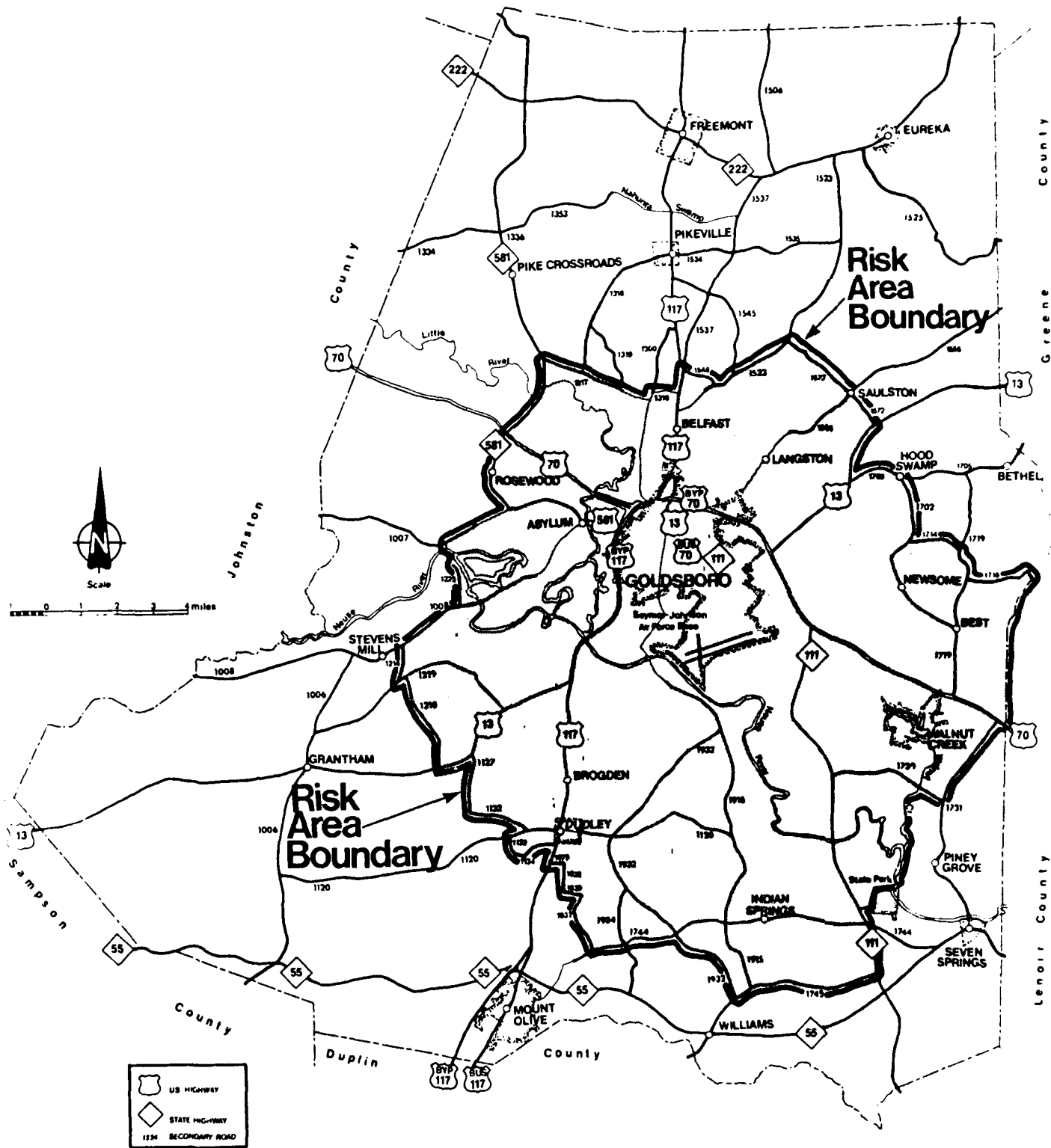
An automobile identification placard is included in this packet (two placards are provided if you previously advised that your family will be taking two automobiles.) Do not lose this ID. Fold the marker and place it securely in the windshield of your car with the identification symbols facing out. Follow the routes indicated to Joyner Library on the campus of East Carolina University in Greenville. Police and other officials will recognize this ID and will not need to stop you to determine your destination.

Prepare immediately for departure by packing and loading in your car the things you will need to take with you. Luggage should be limited to one suitcase or less per person.

Attachment 5

# GOLDSBORO-SEYMOUR JOHNSON AFB RISK AREA

Wilson County



If you do not own a car, a ride has been arranged for you and your family. If you do not know with whom you will go or how to meet them, see Richard Driscoll immediately.

Carry the following items with you:

- three days supply of non-perishable foods and canned goods, including baby food and special diet needs, if any
- sleeping bags, blankets, sheets, and pillows
- clothing for two weeks
- necessary medicines and toilet articles
- flashlight
- battery-powered radio, if available
- books, games, cards, small toys for children

Secure your home before departing. Turn off electric and gas appliances, shut off water faucets, and set the thermostat. Draw drapes, blinds, or curtains and lock windows and doors. Shelter and provide food and water for pets.

Do not depart until \_\_\_\_\_; this will allow sufficient time for the departure of people not affiliated with any Organizational Relocation Plan.

Leave precisely at the scheduled time and travel at legal speeds. When you arrive at our relocation headquarters in Greenville, you will be registered and directed to living quarters and given information concerning meals, laundry, and shelter facilities. Your compliance with these instructions and your cooperation with host area officials will greatly reduce the difficulties of this temporary relocation.

Attachment 5 (Cont'd.)

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